

**1895
and
1896**

REPORT
OF THE
BOARD OF HEALTH
OF THE
STATE OF FLORIDA,
FOR THE
Years 1895 and 1896.
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REPORT
OF THE
STATE BOARD OF HEALTH
For the Years 1895 and 1896.

JACKSONVILLE, FLA., February 11, 1896.

TO HIS EXCELLENCY, THE GOVERNOR OF FLORIDA:

SIR—Herewith I take pleasure in transmitting the annual report for 1895, of the State Health Officer and Secretary of the State Board of Health, which, with my associates of the Board, I desire to commend to your careful consideration, that you may be fully apprised of the work of the Board during the year just closed, that the value of its efforts in behalf of the welfare of the citizens of Florida may, I trust, continue, as in the past, to be a source of gratification and pride to the Executive of Florida, who, desiring the continued happiness of the people, must earnestly wish for the perpetuation of an institution calculated to insure lasting good to the State.

It is gratifying to note that the general health of the State for the past year has been good, and that no disturbing influences of fear or panic have occasioned either discomfort to the people, or annoyance to the commercial interests of the State. Some slight increase in mortality, but not, however, from epidemic or contagious causes, is noted in some portions of the State, which appears to be due to unusual atmospheric conditions, drought, etc., and also to an indifference of some of our people as to observance of all rules of hygiene and sanitation in their homes. To this latter cause, alone, it seems may be attributed much of the mortality of children under five years of age. The Board aims to remedy this indifference, and to lessen the death rate in the State by instructions aiming to teach the ignorant and the lower classes as to their duties.

The State Health Officer, with his able corps of agents in the several counties, are instructing the people as to living healthfully, that they may avoid sickness, which always occasions financial loss by increasing the living expenses of the family or the individual.

The Board is gratified to direct your attention to the increased interest manifested by the intelligent citizens of the State in this and kindred subjects, and appreciates the excellent efforts of the State press in this direction.

As intelligence will in the end dominate ignorance, the State Board of Health is confident of the final result of its persistent pleading with the people; for in directing intelligent thought to means and measures which will prolong life and avoid sickness, sympathy in the subject is awakened, which, in frequent discussion, will ultimately accomplish the purpose sought for by the Board. For seven years the Board has labored for the physical betterment of the people of Florida, and when it is considered, as suggested by the State Health Officer, that the Board was organized in 1889, with no treasury and an indifferent public sentiment as to its work except requiring safety, still jealous of the inherent right of citizenship, and disposed to regard as intrusive the efforts of the Board to correct sanitary infractions, it can be understood that the task assumed, of bringing order out of confusion and of harmonizing health requirements with the laws of trade, was no easy or pleasant undertaking, yet it is gratifying to observe that what was looked upon by some as impossible of execution has been accomplished, and Florida can safely be proud of an institution, which, by its conservative course, has taken firm hold on the confidence and affections of the people.

The discussion of health matters at the last session of the Legislature brought out an expression as to the expediency of conducting the Health Department under State control, or transferring the same to the custody of the general government. The sentiment of the Legislature was, however, decidedly in favor of State control. My experience, in which my associates of the Board agree with me, from observation in Florida, and in considering the effective operations of Boards of Health of older states in the Union, is that a state acting in its sovereign power as a guardian of the rights and liberties of her people, can better exercise an intimate and immediate oversight of the life problem of the State, than can any organization from without the State, however plentifully supplied with funds, since the State demands from her own officials a strict accountability for proper performance of duty

and an earnestness in conserving the requirements of law, which it can not exact of those over which it has no such legal control.

The highest aim and aspiration of American citizenship is the protection of life and property in the exercise of a liberty-loving principal of freedom. The states are integral parts of the Union, and possess inherent rights in dealing with questions which vitally affect the citizen, therefore, if the State should yield authority which it is obligated to and can best exercise, it is abandoning one of the fundamental principles of self government.

It seems to be the determined purpose of the Marine Hospital Service to supersede the authority of the states in the charge of the public health, and new rules and regulations are being gradually formulated, which encroach more and more upon the power of the states as sovereign keepers of the physical welfare of the citizen. The Act of February 15th, 1893, was a co-operative enactment, for section 3 thereof enjoins the Marine Hospital Service to co-operate with and aid State and local Boards of Health in the enforcement of their rules and regulations. A superseding of authority can not be construed as a method of co-operation, for an act of co-operation must always be secondary to and not the superior of the authority which it proposes to assist; therefore, when the Supervising Surgeon-General of the Marine Hospital Service protested against certain maritime and sanitation rules of the State which the Board had enacted for the better execution of its system of health protection at the ports of the State, and insisted upon the exercise of discretion by officers of the United States Marine Hospital Service in the boarding and inspecting of vessels arriving at the ports of Florida, I considered it my duty as representing the State in its just powers of supervision in the health interests of the people of Florida, to communicate with the Honorable Secretary of the Treasury on this subject, presenting to him the case in support of the position of the Board, and assuring him also of the Board's earnest wish to avoid any conflict, but, on the contrary to invite that co-operation which the Federal statute enjoins upon the Marine Hospital Service. A copy of this correspondence is appended hereto.

It is to be regretted that the quarantine service of the State did not yield a revenue during the past year, which would have made the system self-supporting. As indicated in the Secretary's report, this discrepancy must be entirely ascribed to a reduction in the general fee bill of quarantine charges,

which was made applicable to all the ports in the State, and which reduction was made necessary by a measure enacted by the last State Legislature, which reduced the quarantine charges at the port of Fernandina, and which the Board feared might discriminate against the commercial interests of other ports in the State. Construing the Act of the Legislature as a demand by the people, expressed through their representatives, for a general reduction of quarantine charges, as servants of the people, the Board yielded a ready response to the request.

* The thanks of the people of Florida are due the Legislature of 1895 for the enactment of two important measures, calculated to prove beneficial; the one increasing the efficiency of the Board in its administrative capacity, and the other restraining the commission of acts which threaten the health of the people, purposes of health advancement and protection, enforcement of which will result in great good to the State individually and collectively.

Before closing this letter of transmittal, I beg to thank Your Excellency on the part of the Board, for the kindly consideration with which all recommendations and suggestions from the Board have been treated by you, and for your appreciation of the efforts of the Board for the preservation of the public health. I am,

Very respectfully, your obedient servant,

W. B. HENDERSON,

President State Board of Health.

JACKSONVILLE, FLA., January 1, 1896.

TO THE PRESIDENT AND MEMBERS OF THE STATE BOARD OF HEALTH:

Following the precedent established last year of rendering an annual report of the transactions of the office of the Secretary of the Board at the close of the year, the following resume of the work of the Board during 1895 is herewith respectfully submitted for your consideration, not only in relation to matters directly affecting the public health, but also to the management of the funds entrusted to the Board for the especial purpose of protection of the State from disease without, and the betterment of health conditions to the people within the State:

GENERAL HEALTH.

It is gratifying to state that a comparison with former years of the vital statistics of the State at hand for 1895, discloses that the death rate for 1895 has been less than that of 1894, with a correspondingly increased population. This pleasing fact may justly be ascribed to the information disseminated by the Board, and to an interest stimulated among the people in health matters, which has led to more frequent discussion by the Press of the State in directing those measures calculated to prevent disease, preserve health and increase longevity. It is because of the monthly reports of the condition of the health of the State, which is given to the people of Florida through the "Health Notes," that it is not considered necessary at this time to discuss in detail those diseases which have occasioned loss to the State during the past year, and because of the incompleteness of the reports yet received, which suggests the propriety of a supplement to this report to consider the vital statistics of the year exclusively. As has already been referred to, your Secretary aims to make the "Florida Health Notes" a report to the people of the State of the monthly doings of the Board, and as 2,000 copies are distributed, it is thought that opportunity is offered to the people of Florida to keep accurately informed as to the operations of the State Board of Health during each month of the year. The work of the Board is the property of the people of the State, for the Board exists only by the will of the people, expressed through their representatives; therefore, the office of the Board is open at all times to every citizen for information desired to satisfy or confirm opinions as to the judicious management of the Board's finances. Such visits are not only gratifying at all times, but are solicited, as tending to further distribute a knowledge of the work of the Board among the people, which must in the end firmly establish the Board in the confidence and esteem of the people of the State. While it can be said that the general health of the State for 1895 was good, and that the people have reason to congratulate themselves on the absence of conditions conducive to fright through panic and its consequent disturbance of business, yet the fact must not be overlooked that many deaths occurred in the State which were preventable, and which an observance of the laws of sanitation, either in general or individual particular, would very greatly have lessened.

INFANT MORTALITY.

Prominently among these causes which contributed to loss by death, can be mentioned malarial fevers, and the in-

testinal disorders of infant life. As affecting the former, it is thought that subsoil drainage and a closer attention to the potable water supply would have largely acted as a preventive measure against such sickness and mortality, and, as regarding the latter, it is known that a total neglect and disregard of the proper methods of hygiene and dietetics, particularly among the colored population of the State, is directly responsible for loss of life in the very young. If, as it has been estimated, human life can be valued at \$1,000 per capita, it can easily be computed that the loss to the Commonwealth through these two diseases alone, represents an astonishing sum, which, when known to have been preventable, must carry a conviction of individual responsibility which should impress the public mind, and lead to the adoption of means which will prevent in future like mortality.

YELLOW FEVER RUMOR.

While the commercial interests of the State suffered no disturbance by idle talk and gossip rumors on health matters, yet a panic came near being precipitated, when, on the evening of July 4th, a discharged employe of one of the railroad offices in Tampa gave expression in Atlanta to sensational excuses for his not returning to Tampa for employment. His statement that many were dying in Tampa from yellow fever, and that great numbers were leaving the city by every train, was wired over the country by the Associated Press, and irrespective of any knowledge of the correctness of the statement. Contrary to the usual expectation in such cases, this malicious libel on the health of Tampa and the State, created no sensation or excitement in Florida, and but slight inquiry by the people of the State Board of Health as to confirmation or denial. The confidence inspired by the Board in its integrity and honesty in dealing with the public in the past, seemed to so impress the citizens that until the Board should either confirm or deny the statement, or announce the existence of epidemic contagious disease in dangerous form, they were content to leave the management of health affairs to those in charge under the statutes. Inquiry was made by the Marine Hospital Service in the following telegram, and answer was given:

WASHINGTON, D. C., July 5, 1895.

DR. J. Y. PORTER,

State Health Officer:

Please wire me information concerning lupus (yellow fever), Tampa, Florida; confidential or otherwise, as you think necessary.

WYMAN,
Surgeon-General.

PORT TAMPA, FLA., July 5, 1895.

WYMAN,

Surgeon-General,

Washington, D. C.:

Returning from quarantine station, find your telegram; replying, state have seen no lupus (yellow fever) here or Tampa. Understand report came from discharged employe of passenger department in Tampa.

JOSEPH Y. PORTER,
State Health Officer.

It was thought that such a denial would have been sufficient and assuring, from the fact that the State Health Officer is in intimate relation with the medical profession of the State, and having their confidence, that it would have been impossible for a case of yellow fever to have existed anywhere in the State, or that there would have been suspicion of such without his knowledge, and as soon as the electric wire could have conveyed the information. Again, the Board has active and intelligent agents in all the larger centers of population and in a majority of the counties, and it was therefore impossible that an epidemic contagious disease, such as yellow fever, could have been successfully hidden from public view. This telegram did not however seem to satisfy the Supervising Surgeon-General of the Marine Hospital Service, and a just inference can be had that either he distrusted the knowledge of the State Health Officer or his honesty, for Dr. John Guiteras, of Philadelphia, was forthwith dispatched to Tampa to investigate the statement started at Atlanta. Dr. Guiteras remained in the vicinity of Tampa, for several weeks during June and July, at which time opportunity was given to in-

spect records, visit patients and make autopsies. It is not surprising, although gratifying, that this investigation, which was unsolicited by the State Health authorities, should have been barren of results anticipated from Washington. It had the effect, however, to create a nervousness on the part of the timid of our citizens, who thought they saw on the part of the Federal government an anxiety which would not have been shown had not cause been suggested. In order that the people of the State might correctly understand the situation, an opportunity was taken advantage of, in the following month, to inform the public through the "Health Notes" how unreasonable a factor sensationalism is in the conduct of health matters, and how opposed to good sanitation is the exercise of fear in urging or enforcing measures calculated to protect against disease or to prevent sickness. That the context may be better understood, the article referred to is here given, together with a subsequent one on the health conditions of the State for the past summer:

The dread of punishment seems to the ordinary human being a more immediate persuasive to rectitude of conduct than any promised hope of reward. The apprehension of eternal punishment deters men and women from the violation of the demands of the Decalogue more often, perhaps, than the hope of pleasure or of blessings which a heavenly reward will bestow. In the physical world the individual hesitates to indulge the appetite and passion when there is a possibility of instant punishment by sickness and pain following such indiscretion, and thus the lash of fear is being constantly plied in all phases of life to keep the human family from wrong doing, either morally or physically. The Notes does not intend to enter into a homily of the moral development of mankind, nor to discuss at any time the moral side of the question, except so far as sanitation affects morality, but would invite attention to the baneful influence of fear, abnormally stimulated, upon the comfort, health and happiness of the human family.

The attainment of profitable results in sanitation is more pleasing and permanent when reached through intelligent reasoning and educational processes than by fright or by a blind following of popular fallacy or prejudice. The State Board of Health of Florida has ever sought to encourage hygienic living for the happiness and prosperity which health brings, and has never ceased to deprecate apathy or indifference to the requirements of nature's laws, because sooner or later neglect begets sickness and misery. But the Board, at the same time, discourages sensational appeals to the timid and spasmodic efforts at reform.

Sensational sanitation is but one of the many attractions of modern journalism, which, in catering to a morbid propensity, seeks to gratify an appetite for news by magnifying circumstances, slight in themselves, into evils of momentous consequences. A fragment of truth is magnified into a dangerous condition, and that which has but slight significance appears of denious moment. During the past month, at various times, the public has learned through the press dispatches from Washington, of the frightful condition of health matters in Cuba, and of the anxiety of the National health authorities concerning the state of health prevailing on the island. Unfortunately for Florida, these press notices, due to the nearness to the island of Cuba, have directed more than usual attention this year to the State as being a possible starting point of an epidemic of yellow fever, through Cuban refugees or deserters from the Spanish ranks landing on the Florida coast. This is a contingency, however, about as remote as the introduction of cholera would be from the East, for the reason that Cuban refugees immune to yellow fever in their person, or Spanish deserters would be unable to import fomites by baggage, owing to the restrictive means of escape from the island, and like a second attack of yellow fever—one in 9,000—the contingency is not worth considering. But the opportunity of the Cuban insurrection has not been lost to the friendly correspondent and interviewer, to make mention and give universal information of the commendable zeal and enthusiasm of the National health officials in quarantine work off the coast of Florida.

It is to be regretted that, in order to give prominence to the revenue cutter patrol system, that it should have been stated that an outbreak of yellow fever in the South was of yearly occurrence, to prevent which the patrol system was inaugurated by revenue cutters cruising at short distances and launches manned by a medical officer with ample outfit of field medical service to seize upon yellow fever suspects ere they land on an uninhabited part of the coast, and in tent hospitals stamp out the disease. The correspondent, to have completely reached his imaginative flight, should have added, "and the patients also," for yellow fever patients so treated in summer, on the coast, would most likely die. These statements may be characterized as sensational when broadly disseminated over the wires of the Associated Press, and have done great injury to the cause of rational sanitation, and to the interests of the State of Florida. It has frightened the public where there was no cause for fear, and although the authority for such meaningless information has, we are glad to

state, been denied at the Government Bureau, yet the impress has been felt in the State, and a sudden death or severe illness anywhere tends to an alarm, which is unreasonable, and which has not been witnessed since 1888. On account of these several alarming notices, many citizens of Florida began to think that this year was a fated one for the State, and, on account of the insurgent movement in Cuba, Florida would, of necessity, be visited by the dreaded scourge of the Antilles. The fact is that there has been less yellow fever in Havana, up to a month ago, than for several years past, and it is predicted that there will be no serious outbreaks among the Spanish troops, unless the army is recalled from the country to the garrisons of the sea coast. Another fact worthy of consideration, which lessens to a great degree the danger of importation of yellow fever to this country from Cuba this year, is that the insurrection has already caused a great depression in business there, which has shown itself in a decided lessening of commercial intercourse with the United States.

The Notes, while urging upon the citizens of Florida to disregard sensational press articles relating to health matters, which only tend to unnecessarily alarm and excite the nervously constituted, would encourage and inspire, nevertheless, a self-reliance in each individual's ability to avoid many evils which tend to act unpleasantly, if not disastrously, upon health, by paying strict attention to personal hygiene and sanitation in the household, leaving with perfect confidence the general public health matters of the State to the appointed State Health authority, whose duty and pleasure it is to direct and manage on behalf of all. (August Health Notes.)

The active quarantine season closed at midnight on the 15th of November with the retention, however, of all necessary restrictions upon foreign commerce demanded by health conditions at the port of departure. This practice has prevailed ever since the organization of the State Health Department of Florida. Surveillance of all foreign shipping, especially from dangerous ports, is exercised throughout the year, and during this year the lines of protective oversight have been farther strengthened by ordering disinfection and sterilization of such baggage from foreign infected ports as may be considered unsafe at any time, and capable of acting as fomites of disease.

At a meeting held on the 5th of November, the State Board of Health amended Section 38 of the State Quarantine Regulations in this respect, and hereafter all baggage from Cuba must be inspected, and a certain class sterilized, before being

permitted to enter the State. The amended rule was given in the December number of the Notes for the information of it readers, as well as the copy of a communication addressed to the Honorable Secretary of the Treasury, inviting his co-operation at the port of Havana in carrying out the wishes of the State Board of Health of Florida. The letter explained the reasons influencing the Board to institute this additional precautionary measure.

Now that the approach of cooler weather gives assurance and comfort to the timid and nervous, it may be interesting to review the events of the past summer, and determine how far and to what extent, some of the prophecies made in regard to the health conditions of the State have been fulfilled. In the first place, the State Health Department assured the public that with their moral support in enforcing the maritime restrictive protective regulations and other measures embodied in the statute for suppressing nuisances threatening health, that no contagious disease in epidemic form need to prevail in the State during the summer, nor need the mortality exceed that of other years, both of which predictions have been fulfilled.

The Board is not given to boasting or to indulging in promises, but it was deemed necessary to encourage those of our citizens who each summer are apt to be beset by fears as to the health of the State, and with whom a suspicious death from whatever cause gives an apprehension of an approaching epidemic. These fears tending to panic were this year increased, if not incited, by press correspondence from Washington to the State dailies, which purported to express the views and opinions of the officials of the Marine Hospital Service as to threatened danger to Florida, and the rest of the United States, in consequence of the disturbed condition of the island of Cuba. This apprehension of danger at Washington was subsequently confirmed when three revenue cutters arrived in Florida waters, equipped with medical officers, naphtha launches and tents, through the agency of which it was expected that Cuban refugees and suspects would be captured, detained and treated ere they landed on the Florida coast. These preparations given such unnecessary publicity, and coupled with the statement that they were made somewhat in advance of the "expected annual outbreak of yellow fever in the South," coming from what the public had reason to believe competent authority, gave impetus to a fear annually experienced by citizens who start at the mere mention of yellow fever, and run on the slightest pretext. This year, of all

others, was thought by them to be positively a fateful one. The farcical character of this cutter service in quarantine matters during the past summer, is apparent when it can be stated without fear of contradiction that not ten days continuous duty was performed by either cutter in the sole interest of quarantine, for it is well-known that they were almost constantly employed in watching in port, or chasing phantom filibusters, largely in obedience to behests of a foreign government. Neither was the quarantine service alike satisfactory or agreeable to the revenue cutter officers themselves, who as highly intelligent gentlemen appreciated their inability to successfully suppress, under the United States Statutes, the illicit Spanish smack communication, because of decisions of the year previous (and subsequently released) by the United States District Court for the Southern District of Florida, sustained by the United States Court of Appeals at New Orleans, in the cases of seizure of twelve smacks for violation of both revenue and United States quarantine laws in the harbor of Anclote, in this State. These seizures have since been made a suit for damages against Lieut. Wylly, who was in command of the "McLane," by the owners of the smacks, and although likely to prove barren of injurious results to that officer is an annoyance which no official, however zealous in the discharge of his duty, is desirous of continually inviting. The commanders of the cutters were expected to clutch and strangle any and every case of yellow fever in suspects or refugees from Cuba, ere they landed on the coast of Florida, yet their peculiar instructions were a source of embarrassment as prohibiting boarding of any vessel that had sickness on board, the nature of which the captain of the suspected craft was supposed to know, a doctrine entirely new to quarantine officials of any of our seaports. Thus it is apparent that there was a sensational blare of trumpets about this pretended coast patrol, and a playing to the galleries of public fear entirely inconsistent with the true spirit of sanitary protection.

As if this stimulation and fear of our people on the part of the Marine Hospital Service was not sufficient, three experts of this service were sent to Florida during the summer, two to watch the methods of quarantine at the port of Tampa, and one to investigate the statement of the State Health Officer that he had seen no yellow fever at Tampa or elsewhere in the State. The visits of these gentlemen, having but one finding as far as health matters were concerned, it is hoped that they returned fully convinced that capacity, honesty and truthfulness existed outside as well as in the Marine Hospital

Service. If the Marine Inspection System (quarantine) of Florida was weak or inefficient, or the officials apathetic or indifferent of coast protection or domestic sanitation, then there might be some excuse for this solicitude (?) each year on the part of the Marine Hospital Service for the welfare of this State, but exactly reverse conditions prevail, and the rules and regulations of the State Board of Health of Florida are even more stringent than the standard adopted by the Treasury Department, and certainly twice as faithfully executed. Perhaps the success attending the acquiring the Brunswick and San Francisco quarantine stations, through panic-producing methods, inspired the hope of obtaining control of the Florida quarantine through the same means, but, whatever the motive, the suspicion of genuine disinterestedness is aroused, and will remain as long as the Marine Hospital Service each year seeks by such methods to awaken distrust, and to place imputations on the health of the State as unjust as uncalled for. This affront to the authorities of a sovereign State could not be permitted to pass unnoticed by the people of Florida, and attention is therefore directed to it.

The Notes pointed out in the August number, for which it asks a re-reading, that no conditions existed this season for a display of vigilance that had not prevailed in previous years, and that it was absurd to attempt to regulate a supervision in quarantine matters to a scale in any previous year, for it should be thoroughly effective, or as near to it as is possible, every season. The State Health authority of Florida invites at all times co-operation from neighboring health organizations, and from the Marine Hospital Service the same in maintaining a protective policy against the introduction of disease from abroad in accord with the Federal act of February 15th, 1893, section 3, which distinctly obligates that service to aid State and municipal health bodies as a co-operative power, and the State Board of Health will give a respect to such aid when consistently afforded, but as an integral part of the State government, and possessing as such a sovereignty in State health police matters, it will not permit unchallenged an espionage of management, and will protest against panic producing methods from outsiders, either to gain celebrity for themselves, or to appropriate authority at the expense of the just rights and prerogatives of a state of the Union whose health service, fully equipped, is faithfully performing its duty through fully experienced and competent officials.

The annual report of the Honorable Secretary of the Treasury on the state of the finances for the year 1895, con-

tains the following, which is said to have been furnished by the Surgeon-General of the Marine Hospital Service:

The Surgeon-General of the Marine Hospital Service reports that although the year has passed without any notable invasion of epidemic disease from foreign lands, the quarantine season just closed has been one of considerable anxiety, necessitating, by reason of the dangers threatened, close watchfulness on the part of the bureau and certain special measures involving much labor. Cuba, by reason of its proximity to the United States and the constant infection of its principal port, Havana, with yellow fever, is a source of continued apprehension on the part of the health officers of the South Atlantic and Gulf coasts between May and November, and this year the feeling of concern was greater because of the insurrection and consequent increase of yellow fever throughout the island, and its probable extension to neighboring islands having direct communication with the United States. In addition to three sanitary inspectors regularly stationed during the quarantine season at Havana and at Santiago, special inspectors were appointed to inspect all the ports of Cuba and report as to the prevalence of yellow fever, and any special danger of its being transmitted to the United States. In view of the fact that surreptitious communication between the island and the neighboring coast of Florida would undoubtedly be attempted, and the danger of the introduction of yellow fever thereby increased, a sanitary inspector of the Marine Hospital Service was placed on each of the four revenue cutters ordered to patrol the whole of the Florida coast, and it is believed that this measure had a deterring effect upon illicit communication, particularly on the part of the small vessels which annually approach the Florida coast with the declared object of fishing, but which engage in smuggling, and are liable to convey yellow fever. In July a suspicious fever was reported in Tampa, in which city there was a large number of Cuban refugees and patriots. Great discretion was necessary to make an inspection, and determine the nature of the fever without exciting alarm and inflicting consequent damage upon the commerce of the port. An expert inspector was appointed to make an inspection, and his first reports were not reassuring. With the possibility confronting the bureau of receiving information at any time, that the disease at Tampa was yellow fever, it became necessary to make necessary preparations to prevent its spread. A portable sulphur fumigator and steam disinfecting chamber was shipped from Washington, where they had been stored, to an available point on the South,

and a movable detention camp for the accommodation of one thousand persons was prepared at Waynesville, Ga., the site of the camp used during the yellow fever epidemic of 1893. This camp, which is now ready to be moved at any time, requires thirty-six cars for its transportation. It consists of tents, tent frames, flies and floors, cots, mattresses, ranges, cooking utensils and other accessories, including a steam boiler for supplying hot water for cooking and laundry purposes. Though, fortunately, this fever at Tampa was determined to be malarial, these preparations were not only necessary at the time, but were considered advisable in order that in succeeding years the bureau might have a camp of this character ready to be established at any point on short notice.

The attention of the Board is invited to this extract from the report of the Secretary of the Treasury, because of the sensational character of the information given, and because, as elsewhere pointed out, the facts do not justify the fear which such a statement would naturally produce, and which had been previously foreshadowed by press interviews at Washington. Neither the measure of placing sanitary inspectors on the revenue cutters, nor the cutters themselves, deterred or suppress the attempts at illicit communication mentioned, for the reason that not ten days continuous service in the interest of quarantine was performed by either of the cutters named, because they were kept fully employed in watching and enforcing the neutrality laws of the country involved by the disturbance in the Spanish colony of Cuba. As far as can be learned, but one arrest was made of a smack for violating quarantine laws, which, being of doubtful jurisdiction of the United States, was released. On the other hand the State quarantine steamer, "Germ," many times during the summer forced these smacks to leave their anchorage in Anclote harbor and go to sea, of which no mention is made or credit given in the information furnished by Surgeon-General Wyman.

The suspicious fever spoken of by Surgeon-General Wyman as occurring in July last in Tampa, must have been the malicious rumor made current in Atlanta, Ga., by a discharged employe of one of the railroad companies of the State. It is somewhat surprising to note—for there was no suspicious fever existing—that the report of the "expert inspector" sent to investigate the suspicious fever "were not at first reassuring," for every opportunity was afforded for thorough and unrestricted examination of records, and such patients as the attending physicians designated as febrile in character, and it was never denied that deaths from malarial fever were more

than usually frequent, but was accounted for also by unusual atmospheric conditions of drought and heat. The unprofessional and discourteous methods of forcing a consultant on the State Health Officer unsolicited for a matter of rumor only, and which had been denied, was remarked upon at the time, but the evident intention of the informant of the Secretary of the Treasury to further ignore and discredit the Health Department of the State of Florida, is such as to call forth no mild protest, and it is hoped will receive due consideration from the Board. The attempt to create suspicion was as unjust as it was unwise, particularly in view of the fact that the Supervising Surgeon-General of the Marine Hospital Service well knew of the vigilant action of the Health Department of this State, as subsequent events fully demonstrated that its knowledge of all facts were correct, for later on in the paragraph, after giving due prominence to measures inaugurated to combat an expected epidemic, the statement seems to be somewhat reluctantly made that "though, fortunately, the fever at Tampa was determined to be malarial." This seeming haste to distort and misrepresent facts would appear to have but one object, and that is to advise and influence the Secretary to supersede and control the health affairs of the State, and not to afford that co-operation which the Federal statute provides for.

It is pleasing to state that with the sole exception above noted, there were no other rumors of suspicious sickness, nor disturbances of individual or community comfort, which by natural agitation of the subject could produce commercial unrest and loss. It is worthy of note that each year witnesses a less tendency on the part of the people of the State to indulge in yellow fever talk, and it is especially gratifying to further observe that gossip about the health of communities is frowned upon and suppressed. At the same time, an increased interest in sanitation and hygiene is being manifested, and the health authorities listened to and advice heeded. It is to be regretted, therefore, that the influence of any health organization beyond the State limits should tend to a distrust of the constituted health authorities by acts which create suspicion and uneasiness on the part of the citizens.

Since the last annual report, the Cumberland Sound Quarantine Station, equipped with steam sterilizing and sulphur dioxide disinfecting plant, has been put in operation, and has successfully met the requirements of the port of Fernandina, near which it is located. The station building, with a ballast crib, is built on the edge of Tiger Shoal, in Cumberland

Sound, three miles from the city of Fernandina, having a depth of water at the dock of fifteen feet.

The structure, crib and machinery, were erected at a cost of \$12,047.48, the expense of which was met from the quarantine fund of the Board, which is derived from quarantine fees charged shipping for disinfection and fumigation. A comparison of receipts and expenditures of the several quarantine and inspection stations operated by the Board for the year 1895 with that of the previous year, may be made by reference to the tables in the Appendix.

When a sterilizing plant of moderate capacity shall be erected in the harbor of Key West, it is thought that the State will then have sufficient of these needful aids to maritime sanitation, and no more expenditures in this line will be required. It is hoped that the Board will, at this session, authorize the erection of a station at Key West, for it is much needed as a safeguard against disease introduction through infected baggage from Havana, and which, moreover, the newly proposed route to Havana, via the East coast of Florida, will make an urgent necessity in the near future; that the State may be as completely and thoroughly guarded against possible disease invasion on its eastern as on the western side of the peninsular. It is estimated that the cost of erection of the plant will be about \$10,000, and can be paid for from the quarantine fund.

On account of the greater prevalence of yellow fever in Havana during the fall of '95, it was considered a prudent measure to keep the quarantine stations of the State open for sterilization of certain class of baggage from that port, and disinfection of such wooden vessels as the conditions might demand at the time of arrival at any of the ports in Florida. Particularly was this precaution deemed expedient for the ports of Key West and Tampa, as their geographical position to Havana made them more liable to imported fomites than other ports in the United States. The removal of restrictions on travel after November 15th, each year gave admission to many of the Cuban operative class, with families of small children, who during the summer months were prevented from coming to Florida because of the non-immunity of these children to yellow fever, and while no danger is considered to threaten from immigration during the cold months of the year, yet the baggage—clothing packed in trunks—of this class of immigrants is suspiciously dangerous, so much as to demand from health authorities more than an ordinary inspection, and it was therefore ordered that baggage of a class

usually carried in trunks, satchels or handbags, should be subjected to such disinfection as the State Health Officer might require.

The co-operation of the Secretary of the Treasury was requested and obtained in designating at the port of Havana, before the departure of passenger steamers for Florida ports, baggage which the United States Sanitary Inspector at that port might consider needful of disinfection at our ports. In this way tourist travel was not interfered with, nor is there any great delay occasioned the steamers, nor inconvenience rendered commerce, but, on the contrary, a greater protection is afforded the citizens of the State against hibernation of conditions and agencies which, if introduced in the winter months, thaw out, so to speak, as spring commences and germinate to individual and commercial disaster as summer advances. Communications in explanation of the subject to the President of the State Board of Health, and to the Honorable Secretary of the Treasury, will be found in the Appendix.

The Board held four meetings during the year. In Jacksonville on January 15th, 1895; at Tallahassee on May 3d; at Tampa on June 15th, and again at the office of the Board at Jacksonville on November 5th. At the January meeting the report of the State Health Officer for the year 1894 was considered in advance of the statutory time of meeting of the Board in May, in order that, with the report of the President, it might be transmitted to the Governor of the State, who, it was hoped, would endorse in his biennial message to the State Legislature the work of the Board, and such recommendations for health legislation as the experience of the Board since the previous meeting of the Legislature suggested for enactment. The meeting in May, in compliance with the statute, was, at the suggestion of the Governor, held at Tallahassee, when the health committees of both branches of the Legislature met with the State Board of Health, and discussed measures proposed by the Board for the betterment of health, and the general sanitary welfare of the citizens of the State. This conference resulted in a clearer understanding by the representatives of the people of the purposes of the Board in its desire to insure the health of the people of the State, and in a keener appreciation of the efforts of the Board in the direction of protective measures against disease invasion or production. As has been noted elsewhere, two important measures, which the Board had frequently advocated, were endorsed and passed by both House and Senate, by a vote which was most satisfactory.

At a meeting on November 5, the rules and regulations were amended and added to (see Appendix), the Secretary was authorized to purchase some necessary instruments of research, and the action of the President and State Health Officer was ratified as to the employment of certain special agents.

For concise comprehension of the events of the year, which relate to sanitary matters, or which are of sanitary interest, there is included in the Appendix a chronological table.

The "Florida Health Notes" has been published monthly from the office of the Board during the past year, and from inquiries in regard to one or two delays in "getting out" on time, which have been occasioned through sickness in office force, the pleasing fact has been made apparent that its presence is appreciated, and its regular visits missed. Besides statistical tables of vital movement in the State, and short reports from the agents of the Board upon the health conditions of the several counties, an effort has been made to present to the people such selections of topics connected with healthful living as would stimulate an interest in the work of the Board and the subjects of sanitation and domestic hygiene. Two thousand copies have been distributed each month, and it is desired to have this number doubled in reality by requesting every subscriber or reader to hand his pamphlet to his neighbor, thus largely increasing the circulation. The subscription price of fifty cents per year does not pay for the cost of printing with the present limited subscription list. It is not the aim to make the publication a source of revenue, only so far as to render it self-supporting, and that its circulation may be so increased that each family in the State may be supplied monthly with a copy. The State Board seeks through this means to suggest instructive thoughts on health matters to the people of Florida from which earnest and intelligent reasoning cannot fail to deduce convincing facts, and a co-operation on the part of the people with the work of the Board, which ultimately must result in great good to the State. Indeed it is a cause for much thankfulness and of congratulation that so much has been accomplished by the Board in less than a decade of its existence, for it cannot be denied that the Board at first had to contend with prejudice in some sections of the State, which, on more than one occasion, advised open opposition to its rules, and although the efforts at reform were disheartening at times and slow, yet the result of patient, conservative work, by which local feeling and prejudice was overcome, and confidence in the honesty of the Board fully established, has amply repaid the Board and its

executive officer for all anxiety which it at first experienced, and fear lest its purposes for the health betterment and reputation of the State might be defeated. It is believed that the State Board of Health possesses such a firm hold on the confidence and affections of the people of the State, as to cause it in the future to be firmly established as one of the necessary divisions of the State Government.

The details of the health supervision of counties have been exercised by sanitary agents of the Board, who generally residing at the county seat have ample opportunities for obtaining information of any increased sickness within the county limit, or the existence of nuisances threatening health, or of any occurrences which may unfavorably influence the public health. The State Health Officer and sanitary agents are at all times in close touch, both by mail and telegraph, in matters relating to the welfare of the people, and the interest of these county guardians as manifested towards the public health is deserving of both the thanks of the Board and the people of their several sections. The following is a list of the sanitary agents:

Alachua county, Dr. R. A. Lancaster, Gainesville.
 Citrus county, Dr. J. D. Bennett, Crystal River.
 Columbia county, Dr. W. R. Chaiker, Lake City.
 Dade county, Dr. R. B. Potter, Palm Beach.
 DeSoto county, Dr. S. S. Smith, Arcadia.
 Duval county, Dr. R. H. Dean, Jacksonville.
 Gadsden county, Dr. G. W. Lamar, Quincy.
 Hamilton county, Dr. J. E. Hanna, Jasper.
 Hernando county, Dr. S. Stringer, Brooksville.
 Hillsborough county, Dr. L. W. Weedon, Tampa.
 Jackson county, Dr. Theo. West, Marianna.
 Jefferson county, Dr. Theo. Turnbull, Monticello.
 Lake county, Dr. J. T. Green, Leesburg.
 Leon county, Dr. H. E. Palmer, Tallahassee.
 Levy county, Dr. R. T. Walker, Cedar Keys.
 Manatee county, E. M. Graham, Braidentown.
 Marion county, Dr. W. V. Newsom, Ocala.
 Monroe county, Dr. C. B. Sweeting, Key West.
 Nassau county, Dr. J. L. Horsey, Fernandina.
 Orange county, Dr. F. H. Caldwell, Sanford.
 Pasco county, Dr. N. A. Williams, Dade City.
 Polk county, Dr. F. M. Wilson, Bartow.
 Putnam county, Dr. G. E. Welch, Palatka.
 St. Johns county, Dr. L. Alexander, St. Augustine.
 Santa Rosa county, Dr. C. E. McDougall, Milton.

Suwannee county, Dr. H. F. Airth, Live Oak.
 Volusia county, Dr. H. K. DuBois, Port Orange.
 Walton county, Dr. C. A. Landrum, DeFuniak.
 Washington county, Dr. F. C. Wilson, Chipley.

In addition to the above, there are County Boards of Health in Escambia and Franklin counties, the secretaries of which are communicated with in like manner with the county agents. To increase the means of health protection, and to inspire an interest in sanitary measures, which tend to State prosperity, with little burden to the tax payers of the State, has been the purpose of the Board since its organization in 1889. It should be remembered by those who have been eager to invite attention to the money spent by the Board during the last seven years, that when the Board came into existence it entered upon a work in the public health interest of the State without a treasury, and, although the act of creation specified a certain levy, based on the value of the assessable property of the State, this has only in three instances been made to the amount authorized by statute, and in one year the Board was left without any appropriation at all. Notwithstanding this, with other embarrassments which have met the Board on many occasions, the Board has, with the generous aid of a few, and the trust now of the many, brought the health service of the State to a condition which it is thought the people of Florida may be justly proud of, as having accomplished so much in so short a period of time, for it must not be forgotten that the authority of law has never been invoked to enforce its mandates, and whatever of success the Board has attained in building up the health reputation of the State, and promoting the happiness of her citizens, has been gained by educational measures and by appealing to intelligent thought. The Board has ever held the maxim that public trust is a sacred duty, and that the objects of the statute were to be equally guarded with the funds committed to its care, and in dealing with such measures of health protection as admitted of business consideration, the Board has endeavored to always exercise that prudent and conservative course which an economical management would dictate, consistent with efficient action. It should also be remembered by those disposed to be critical of the Board, that certain appliances were absolutely necessary to afford coastwise protection against epidemic disease invasion, and these measures, in the shape of sterilizing and inspection stations, had to be built and provided for. It is not surprising, therefore, that each year's report should exhibit an outlay for this purpose, which, until all these needful means are provided, will greatly swell the total of the

Board's expenditures for the year. If, however, this subject is analyzed as a business proposition, it is plain to see that the Board has simply invested in property which yields ample returns by securing better protection to the health, lives and business interests of the people of Florida.

From the tabulated statement of expenditures made by the Board during the year 1895, it appears that the Board disbursed \$29,203.62. Of this amount, \$17,093.58 was expended in operating the quarantine system, while the remainder, \$12,110.04, was required to meet the domestic sanitary service and the general running expenses of the Board. The Board received \$9,482.80 in quarantine fees at the several stations during the year.

The reduction of the fee bill at the quarantine stations for maritime sanitary service to shipping, reference to which is made elsewhere in this report, materially decreased the receipts of the Board from this source, and has made a deficit which the Board did not anticipate when the last annual report was made, and which would not have occurred had not the Legislature enacted a discriminative quarantine fee bill in favor of the port of Fernandina, which the Board, acting in the interest of the whole State, feared might injuriously affect business interests at other ports of the State, and consequently felt compelled to reduce the maritime sanitation fee bill at other State stations, although being fully aware that the receipts would not equal the necessary expenditures of operation. The result has been extremely disappointing to the executive officer of the Board, who by the statute is charged with the control of quarantine under the direction of the Board, for it was confidently expected that the quarantine system of the State would be self-supporting during the past year, and in nowise an expense to the State. There is no intention by this statement to reflect upon or criticise the action of the Legislature, for it is recognized that the people of the State, speaking through their representatives, declared their wish in this matter, being fully cognizant of the additional expense which its action would occasion, and therefore it is the pleasure, as well as duty, of the Board to yield a ready compliance to the dicta of a body of which it is a creature.

The Legislature of the State, in its session of May of last year, having enacted measures which embraced in many particulars the protection of health to the citizens of the State, and the Board having amended certain quarantine and sanitary regulations so as to increase the efficiency of the work of the Board in that respect, there remains at this meeting of the

Board but two subjects which suggest themselves, and in the consideration of which it is thought that the Board can make modifications of benefit, both to the cause of the public health and the public convenience. Rule 2 for the interment, disinterment and transportation of the dead, can without detriment to the public health be modified by removing the time for interring those dying of non-contagious or infectious diseases of the body after being properly embalmed. It has been found that to require transportation of embalmed within twenty-four or forty-eight hours of the hour of death, frequently works hardship, inconvenience and suffering upon relatives, who sometimes, living at a distance, cannot, within the space of time now allowed, reach the point where death has taken place; neither has it been found that this legislation, for which a modification is suggested, has been found necessary except in special instances, and particularly during the cold months of the year non-residents dying of non-contagious diseases are immediately embalmed and shipped to their homes.

The other measure to which the attention of the Board is carefully invited is that relating to excavations during the summer months. It is recommended that this regulation be so modified as to forbid only extensive disturbance of ground for buildings, or of streets for such purposes as grading, opening up of drains or ditches, laying of sewers, water and gas mains in the thoroughfares of the populous centers of the State, when such disturbance would be made in marshy or filth-laden soil, the upturning of which would probably lead to ill health on the part of the citizens in the vicinity of the proposed excavations. The authority of the Board can still be exercised and required to perform any work of this description, and discretionary power to permit or refuse should be vested in the State Health Officer as the executive officer of the Board, as he alone has to deal with the public in matters of detail, which affect the health of the people, or come in conflict with business interests. When the State Health Officer proposed, at the May meeting in 1894, the supervision of the Board in matters relating to soil disturbance of the streets of the thickly settled communities of the State, it was not contemplated that all work relating to public improvements, which would involve processes of this description, should be forbidden during the summer months, nor should cease, but rather that such as was evidently injurious might be prohibited or directed in such manner as would not threaten the health of the people. It is considered that the present rule in regard to excavations

is unnecessarily restrictive in its scope, and in its present form is not demanded by the laws of health, and its enforcement tends to provoke antagonism to the Board, and to a loss of that confidence in the conservative course of the Board which has so emphasized its policy in dealing with all questions concerning the public health welfare of the people of the State. That this opinion has been held by the executive officer of the Board, it is only necessary to invite the attention of the Board to a communication on this subject addressed to the President of the Board on June 23d, 1894, in which a request was made for a modification of the language of the regulation, in order that the charge of unfairness or arbitrary ruling might have no foundation in fact, and that the good sought to be effected might have no reasonable opposition from a citizen of the State. The hope is again expressed that the Board may at the present session amend this regulation.

MARITIME SANITARY SURVEILLANCE.

The quarantine season of 1895 commenced by a declaration of a principle in maritime sanitation which has ever actuated the Board in its rulings since its organization. Prevention of the introduction and spread of fomites of contagious epidemic disease into any of the ports of the State, has been an axiom which the Board has strenuously endeavored to enforce. It recognizes that in such disease-breeding and distributing agencies exists the danger to the people of the State. Therefore, when on the first day of May the Spanish cruiser, "Infanta Isabella," directly from Havana, sought to enter the port of Key West, she was forbidden to do so without first performing thorough disinfection and sterilization of effects of officers and crew at one of the State's quarantine stations, or at the United States' quarantine station at Dry Tortugas. Refusing to accede to these conditions, the option was given to proceed to sea, which was accepted. But instead of remaining on the high seas or returning to Spanish waters in Cuba, she proceeded directly to Tampa Bay, Florida, entering which the next afternoon she passed, without stopping, the State quarantine station at Mullet key, located at the entrance to Tampa Bay, and continued toward Port Tampa until nightfall, and a dangerous channel compelled her anchorage. Early the following morning the State quarantine launch, "Germ," sighted and boarded her, and compelled a return to the quarantine station for an inspection by the medical officer in charge thereof. The cruiser was placed in quarantine and subjected to the same treatment of disinfection

and detention with observation as would be required of any vessel from a foreign infected port. The wisdom of this procedure is apparent, as it is learned from the United States Sanitary Inspector at Havana that the "Infanta Isabella" had many cases of yellow fever on board during the summer of 1894, and that no disinfection or sterilization of possible fomites is ever practiced on these men-of-war. When the "Infanta Isabella" claimed pratique to the port of Key West on May 1st, and was refused until the quarantine regulations were first complied with, the Surgeon-General of the Marine Hospital Service was at Key West, and expressed on more than one occasion his approval unless the quarantine regulations of both State and United States were complied with. Strangely inconsistent, therefore, with this commendation of the State's action was the future action of the authorities at Washington when the cruiser violated quarantine regulations in passing without permit the disinfection station at Tampa. The government appeared to make the comity of nations a point in favor of the release of the Spanish cruiser, and the following official telegraphic correspondence shows that the Federal government was willing upon this ground to waive the enforcement of the national quarantine regulations, which governed the case equally with those of the State of Florida and to argue for a release of the vessel:

TAMPA, FLA., May 6, 1895.

J. Y. PORTER, Health Officer of the State of Florida,

Tallahassee, Fla:

We received this day telegram from Washington as follows: "I don't consider that United States law warrants detention of Infanta Isabella. Upon facts reported here she should be released if held for an alleged violation of United States law. Call attention of State authority to this immediately. Signed J. G. Carlisle, Secretary." Govern yourself accordingly.

JOHN T. LESLEY,
Collector.

TAMPA, May 7, 1895.

HONORABLE SECRETARY OF THE TREASURY,

Washington, D. C.:

Spanish war cruiser, Infanta Isabella, one hundred and seventy-five men, direct from Havana, was ordered in quaran-

tine at Key West, May 1st, by State quarantine officer, which action was approved by Surgeon-General Wyman, then at Key West. Refusing quarantine, left port for sea, but went into Tampa bay, May 2d, about 5 o'clock afternoon, running by quarantine station. Was ordered back next morning by quarantine patrol boat for disinfection and detention in accordance with State and United States quarantine laws, where she is now held. Respectfully protest against any waiving of United States quarantine laws in this instance. I shall enforce the State quarantine laws.

JOSEPH Y. PORTER,
State Health Officer.

The State quarantine regulations admit of no discrimination, and are impartially administered. This was clearly shown when the United States cruiser Atlanta, returning to Key West from Havana on July 26th, was remanded at Tortugas for disinfection, and promptly complied with said requirements. In fact United States men-of-war have each season been placed in quarantine observation at Key West when arriving from ports in the West Indies which were considered dangerous or suspicious of epidemic disease. So that in compelling an observation of the quarantine laws by foreign men-of-war, the health authorities of Florida enacted no more than has been previously demanded from our own navy or merchantmen. To reason that a vessel because of naval equipment cannot convey disease, is to refute history and past experience in quarantine work, or to show an indifference to and disregard of the welfare of a community and State, and to be willing to jeopardize health as an act of international courtesy. It is plain that the health affairs of a State are safest in the hands of the constituted authorities of the State, whose personal concern for the welfare of the citizen dictates a policy alike firm, impartial and conservative, and which has been gathered from long experience in watchfulness of the health of the people. The autonomy of the State in the control of health protective measures has been discussed so frequently in the past annual reports that it is not considered necessary to further argue the subject except to invite the attention of the Board to an additional support of the argument which the incident of violation of the quarantine regulations by the Spanish cruiser emphasizes, and to the gradual encroachment upon the powers and authority of the State by the National bureau, as shown in several of the regulations of quarantine promulgated by the Marine Hospital Service. I

is only necessary to invite attention to section 4, article 1, relating to inspection of vessels, reading:

"No person except the quarantine officer, his employes, United States customs officers or agents of the vessel, shall be permitted to board any vessel subject to quarantine inspection until after the vessel has been inspected by the quarantine officer and given its discharge."

And to Article 11, of the same regulations, designed to give preference to the National Inspector at the local quarantines, to plainly discover the attempts to set aside the authority of the States in the management of local quarantines, irrespective of the fact whether the State regulations in coast protective sanitation are adequate and in thorough accord with the spirit of the Act of Congress of February 15th, 1893. If the debate in Congress, which preceded the passage of this act, is carefully studied, the fact is apparent that the measure was designed to be entirely co-operative on the part of the general government so long as the states exhibited a willingness of purpose and an efficiency in action in protective measures against the introduction of epidemic contagious disease. The purpose of the entire control of the coast quarantines of the country by the Marine Hospital Service is more and more apparent in attempts of subverting the authority of the states, and by the National quarantine regulations as promulgated by that service in which the spirit of co-operation, which the act in question clearly announces, is disregarded, and a disposition to control is too evident.

If the states in the Union having Boards of Health, old in experience and well organized for work, desire that their existence shall be perpetuated, the hope for the sovereignty of the States in public health matters within their boundaries lies in amending the present law so that the authority of the Marine Hospital Service in health affairs of the states shall be made more clearly co-operative only, as forbidding dictation and undue interference unless the states themselves abandon public health protection, and are indifferent to the manner by which epidemic contagious disease is introduced. The careful perusal by the Board of an interesting article by Dr. Jerome Cochran, State Health Officer of Alabama, on the "Proper Relations Which Should Exist Between the National Government and State and Municipal Quarantine Authorities," which appeared in a late number of the Journal of the American Medical Association, will not only be interesting, but instructive, for the subject is concisely and clearly argued from a standpoint of experience and reason. While the writer does not

agree with or endorse Dr. Cochran's views on post epidemic disinfection, because not supported by facts, and because of the absence of recurrence of epidemic disease in subsequent seasons, fully confirms the wisdom of expenditure of funds for that purpose, yet the plan of outer and inner line of coast defense against the introduction of disease, in which the National quarantine stations are to act as outer sentinels, and the State's quarantine service as the inner picket, must commend itself to all those having had experience in quarantine work. The article is reproduced in full in the Appendix to this report.

The friends of public health in this country are urging with unanimity the appointment of a representative in the President's cabinet of official advisors. A Secretary of Public Health is no longer considered as a dream of the scientist, but as an urgent necessity, that the health and life of the people may be so cared for in compilation of vital statistics and the institution of bacteriological research into the causes of disease that increased longevity may result in increased wealth to the nation, for the wealth and intelligence of a country depends on the health and consequent happiness of its citizens. Let the powers and duties of the Secretary be entirely co-operative and advisory, both as to means to suppress disease and financial aid if requested to carry out needful measures, and to go no farther. If the Public Health Department of the United States shall consist of the Secretary of the Public Health, with the several State Boards as co-laborers and advisors, it is believed that a harmonious and useful organization can be perfected embodying efficiency in administration with prompt and speedy action in all matters connected with the health control of each state, thus avoiding all captious entanglement of exercise of authority from sources outside of the State's sovereignty, which always provoke antagonisms and defeat the accomplishment of any material benefit in this respect to a country. The earnest thought of the Board is invited to this subject with the hope that it may so estimate the necessity for action as will result in a clear setting forth of facts as may create a demand by the people of Florida from our Representatives in Congress, that their influence shall be extended to furthering the enactment of a Public Health Department, with a Secretary of the Public Health, vested with co-operative and advisory powers and funds, to be used when needful in all matters connected with the physical welfare of the people of the United States.

At none of the quarantine stations within the State did it become necessary to treat any epidemic contagious disease,

except at the Dry Tortugas Quarantine Station, which is operated by the Marine Hospital Service. At this station seven cases of yellow fever were successfully treated by Dr. R. D. Murray, Surgeon M. H. S., who was in charge of the station. The doctor is to be commended for the absence of any sensationalism connected with these cases, and for the admirable manner in which he manages the affairs of his post, inspiring confidence in his ability, as well as affectionate regard for his interests in everything which relates to the welfare of his adopted State, and for the general public health.

While the quarantine season of 1895 was successful in the measures operated for coast protective sanitation, and the vigilance of the officers and zeal of the employes cannot be too highly commended, yet as a self-sustaining institution in a financial respect it is to be regretted that the year did not realize the anticipation. The passage of a law by the last Legislature in the interest of the port of Fernandina, which reduced the quarantine fees at that port much below the scale of charges as established by the Board, was calculated to operate so decidedly against the other ports in the State, that the Board, believing that the duty of health supervision and protection extended over the whole State and not to any one locality, and being unwilling that any discrimination, either for or against any of the ports in the State should prevail, reduced the quarantine schedule of charges on the 15th of June. This reduction, which was fully thirty-three and one-third per cent. from former charges, has reduced the income of the Board from this source, and the department of the Board, which it was hoped would this year be self-sustaining, is confronted with a deficit in receipts of \$2,946.26. It is not sound argument that foreign bottom vessels should be cleaned and prevented from introducing disease into the United States at the expense of the people of this country. Such acts of comity are not extended to American commerce in foreign countries, neither do quarantine fees operate against the commercial interest of the port, as some suppose and argue, for as the greater exports in this State are to foreign countries, the cost of transportation falls upon the foreign buyer, who would not seek our commodities if it was not profitable to do so, and if vessels are chartered in infected ports to come to Florida for the riches of her soil, it should not be expected that these carriers will be freely admitted to our ports irrespective of their sanitary condition, or the health status of the port of departure without being freed from disease-producing cause. If a service is rendered it is not unreasonable to demand such

compensation as the nature of the work and the value of the application may warrant.

The work of the year in detailed tabulated form can be found in the Appendix.

The Legislature at its last session, at the suggestion and advice of the State Board of Health, enacted two important measures for the protection of the health of the citizens of the State. In one the efficiency of the Board was increased by conferring certain police powers in health matters upon the State Health Officer, by which speedy execution of the quarantine regulations of the State could be had, and thus greater protection secured, and by prohibiting the exercise of quarantine restriction on the part of any community without the authority of the State Board of Health. The disturbance of individual comfort and health, as well as interruption of commercial relations between different sections of the State with consequent loss, which had occurred in the past and threatened to arise on every groundless rumor of sickness, demanded that these "gunshot quarantines," conducted through ignorance and unreasonable fear, which had been productive of much injury and mischief to the State, should, under penalty of severe punishment, be prohibited. The other important measure which was embodied in a statute seeks to prevent by proper legislation the commission of certain nuisances threatening health and life, which careless and indifferent living or ignorance and contempt for the rights of others create. The term "Sanitary Nuisance" was used in the title of a bill as applying to a general condition affecting health, and not to any conditions of healthful living that produce or create nuisances. It is gratifying to note that both houses of the Legislature, after thoroughly understanding the necessities of the measures which the Board clearly discussed and clearly advocated in its last annual report, supported the passage of the bills by a most flattering vote, thus emphasizing in a marked manner the confidence that the people of the State entertain in the foresight and wisdom of the Board in guarding the public health of the State. It can be said that the Board has never tried to influence legislation by political means, but in a dignified manner as became an institution charged with the sacred trust of guarding the public health, on which hangs so much happiness, comfort and commercial interest, and has always been content, after presenting requests for legislation, which have ever been accompanied by clearly defined arguments and sound reasoning, to leave to the intelligence of the repre-

sentatives of the people the perfecting of measures, for after all it is the people who must appreciate and approve of the necessity, and it is the welfare of the people alone which the Board seeks to serve.

Respectfully submitted,

JOSEPH Y. PORTER,

Secretary and State Health Officer.

JACKSONVILLE, FLA., February 27, 1897.

To His Excellency, Hon. WM. D. BLOXHAM,

Governor of Florida:

SIR—I have the honor to transmit to Your Excellency the annual report of the Secretary and State Health Officer of the State Board of Health of Florida for the year ending December 31st, 1896, as rendered by him at the last annual meeting of the Board.

Respectfully submitted,

W. B. HENDERSON,

President State Board of Health.

EXECUTIVE OFFICE, STATE BOARD OF HEALTH,
KEY WEST, FLA., January 1, 1897.

TO THE PRESIDENT AND MEMBERS OF THE STATE BOARD OF
HEALTH OF FLORIDA:

GENTLEMEN—Herewith is respectfully submitted a report of the transactions of the Executive Office of the State Board of Health of Florida for the year 1896:

With the exception of the outbreak or occurrence of small-pox at Pensacola and Key West, the past year may be said to have been exceptionally favorable to health in the State. The mortality from disease has been less than in former years, and sickness from all sources has interrupted or interfered with the duties and comforts of the people in a greatly diminished degree. Indeed the general report from the State health representatives, living in all sections of the State, has been that the past year has been an exceptionally healthy one. Much apprehension was expressed by some citizens at the commencement of the summer because of the nearness of Florida to Cuba, where civil strife exists with an alarmingly increased prevalence of yellow fever and smallpox among the Spanish troops there, as it was thought a disastrous influence over the health and business of the State might result by the introduction of the disease from that island.

GENERAL HEALTH CONDITIONS.

This danger was not underestimated or made light of by your Executive Officer, but faith in the ordinances of the

Board, and confidence in the integrity and watchfulness of the Board's officials to firmly see that the law was honestly executed, gave assurance to the people of Florida that yellow fever would not gain entrance into the State, and that small-pox, if imported, would be promptly eradicated. To appreciate that these promises have been quite fulfilled, it is thought only a retrospect of the past year will be necessary to confirm. A noteworthy matter, and one deserving of special mention, has been the total absence, during the past summer, of alarms or false reports of sickness, which, when occurring, always excite the timid, and worry or annoy the more conservative citizen, by the injury to business interests which such damaging statements concerning the health of a community always cause. Such gossips, unfortunately, are too frequent in any community, and if encouraged seem to take a malicious pleasure in effecting as much fright as possible. It is gratifying, therefore, to observe the growing tendency of the people to frown on this class of meddling mischief-makers, and to manifest confidence in the State health authorities by so doing. It is plain to notice that this trust and confidence in the ability of the State Board of Health to guard efficiently the health interests of the State, has been steadily growing year by year since the Board's organization, and that, both by the people and press, there has been a prompt rebuke of the few who have attempted to ridicule or belittle the efforts of the Board in behalf of the people. Eight years ago the Board did not possess the entire confidence of the people of the State, neither can it be said the people distrusted the ability of the Board to meet the requirements of the law creating it. The people, through their representatives, believed that a Board of Health was a necessary part of the State governmental equipment, else the law would not have been made, yet the Board was looked upon as an experiment, which was regarded with captious criticism, and as an unnecessary measure by those inclined to view the appearance of epidemics of contagious diseases, especially that of yellow fever, as due to atmospheric conditions in some way mysteriously connected with each decade. How well the Board has stood the test of time, the success which has attended all of its efforts, both in promptly suppressing the disease, and in maintaining public confidence, the history of the State Health Department for eight years attests. Having won the confidence of the people in the Board's ability to deal successfully and efficiently with conditions which, if not prevented, affect disastrously the health, as well as the business interests of the State, the Board has the pleasing satisfaction to now see some of the proofs of

its labor in a continuing prosperity and business activity each summer, when before its creation there was annual suspicion, distrust of one community by another, and an interruption of business methods, with frequently a total suspension of traffic between suspected points in the State. This meant the retarding of State growth, because disease introduced through immigration was feared, and labor was largely wasted because of partial abandonment of homes each summer. The growth of the State's population during the past eight years has not been due entirely to natural or ordinary causes. For several years after the yellow fever epidemic of 1888 there was a marked hesitancy manifested toward settling in Florida, and a decided refusal to remain longer than early spring, even by those owning winter homes. Gradually and slowly has the suspicion of the State's healthfulness been removed, and each returning summer witnesses a larger number of people of other states, as well as her own citizens, remaining in Florida, because of the equable climate and comfortable means of living. It is certainly not bestowing too much credit to suggest that this marvelous and happy change in conditions has been largely due to the work and influence of the State Board of Health. From suspicion to trust is a wide chasm, which seems to have been bridged by the people of Florida in a firm frame work of confidence. It is believed that as long as the Board maintains its present policy, conservative yet decisive and impartial, that the people of Florida will demand its continuance, approving fully its work. So far your Executive Officer has known no political party in the administration of health laws, or in the selection of officials, but has been guided by competency, integrity and earnest interest in health protection by State sanitation. Although at times some ill feeling has been aroused, and keen criticism indulged in because of a positive refusal to espouse any side in a local difference, your Executive Officer is conscious of having adhered to the strict line of duty which was mapped out at the beginning of his official life, to observe the interests of the whole people, and the cause of science, which course, faithfully and conscientiously adhered to, has also contributed to that confidence by the people which has insured successful results.

Of the special diseases which have demanded the supervision of the Board in their suppression, may be mentioned diphtheria, smallpox and scarlet fever. In each instance where it was necessary for the Board to exercise its authority, the disease was speedily controlled and destroyed.

Diphtheria has existed in isolated cases in Lake, Manatee, Orange and Polk counties. No evidence has been adduced of the origin of the disease in a community, city or town, but rather an introduction from without the State. This lack of strong infectious qualities on the part of diphtheria, when occurring in this State, has before been remarked in similar reports, when a partial explanation was suggested as being mainly due to a mild temperature and a balsamic atmosphere, as well as to one strongly saturated with the chlorine properties of the sea, for that portion of the peninsular lying between the Atlantic and the Gulf, two large bodies of salt water, is quite narrow, which formation permits a fanning by sea air of almost its entire area. No deaths from diphtheria have been reported. Eleven cases of scarlet fever have been reported, but with no fatal results. At Orlando, in September, several cases were seen, but they were so mild in character as to require very little or no treatment, and the little patients could with difficulty be kept in bed. The agents of the Board, in the several localities where diphtheria and scarlet fever occurred, actively assisted the attending physician and local authorities by advice and personal attendance to isolate the cases, and to disinfect after recovery the sleeping apartments and premises of those sick. The results in every instance were happy in blotting out the infection and quieting the fears of the community.

SMALLPOX.

Smallpox was first reported in the State this year in Pensacola in March. The case, a negro, came overland from New Orleans, where an extensive outbreak was prevailing. He was taken sick en route with a companion, but made an effort and reached Pensacola. His companion failed to get further on his travel than Mobile, but he, on reaching Pensacola, presented himself to the county health officer of Escambia, Dr. Hargis, the eruption developing at the time. Cases of smallpox have continued to occur in Pensacola since that date, at irregular intervals, causing some distress and uneasiness to citizens and much newspaper correspondence and criticism. The State Health Officer visited Pensacola in May, and advised with the county health authorities on measures calculated to suppress and eradicate the disease, and it is believed that if a more radical and aggressive policy had been adopted in dealing with the few cases then existing, together with an enforcement of compulsory vaccination and re-vaccination of all citizens, the city of Pensacola would have been long since rid

of the disease. It will be remembered that an enactment of the Legislature of 1889, amended in 1891 and 1893, permitted the appointment by the Governor of County Boards of Health, when a request was made therefor by the County Commissioners, and when the number of foreign vessels arriving at a port in the county during the year exceeded a hundred in number. County Boards of Health were abolished by the amended act of 1893 in all counties in the State except Escambia and Franklin, which two elected to retain county health organizations, until this year, when Franklin county relinquished its authority to the Governor, who placed the health affairs of that county under the direct control of the State Board of Health. While the State Board of Health was empowered by the statute to formulate general laws and regulations for the protection of the public health, which the people are commanded to observe, and likewise city and county health governments, yet in matters of detail administration and execution the county boards (of which there is only one at present), through legislative provision, are not only supposed to, but are directly chargeable with the detail management of each case of contagious disease which may occur within the lines of its jurisdiction, and are alone responsible to the people of the county over whose health interests they are appointed to preside. Until requested by a County Board, or until ordered to do so by the Governor, or until the disease assumes an epidemic form beyond the control of the County Board, neither the State Board nor the State Health Officer can do more than to advise and counsel, without intruding upon the prerogatives of an organization having legislative power to act. From the report of the first case, March 13th, to the last case, occurring in December, there have been twenty-four (24)* cases at Pensacola, extending through a period of nine months, with a mortality of four. In the Appendix to this report will be found a history of the outbreak, as given by the secretary of the Escambia County Board of Health.

SMALLPOX IN KEY WEST.

Smallpox also occurred in the extreme southern portion of the State—Key West—during the latter part of June and July, with a total of forty-one cases and eight deaths. A history of this outbreak in detail can be had from the corres-

* NOTE—This report only covers the year ending December 31st, 1896, since which date there has been a marked increase of the disease, the total number of cases up to the present (February 6th, 1897) being 139.

pondence on the subject occurring at the time, which will be found in the Appendix to this report. When the State Health Officer arrived at Key West, on the evening of June 23d, he was unaware of the existence of any contagious disease on the island, which may be said as being true as referring also to the medical profession of Key West. The next morning—the 24th inst.—the agent of the State Board of Health reported to the State Health Officer a case with a suspicious eruption, and requested his assistance in forming a diagnosis. With the representative of the Marine Hospital Service at Key West, who had been invited to be present, the case was seen, and there was an unanimous opinion that the woman was suffering from smallpox, and in a most virulent form. Questioning and careful investigation discovered five more cases within the next three days, all of whom were in the negro quarter of the town, where houses were closely packed, and where also but slight attention was paid to domestic hygiene or sanitation. As soon as the cases were discovered they were isolated and guarded at their homes, until a hospital was constructed by the State, to which they were afterwards removed. The first case discovered was on the 24th of June, and the last case was removed from the city on 27th of August, since which time until the 10th of December there have been no other cases of smallpox in Key West. A pause may here be made to state that the case of smallpox happening on the 10th of December had no connection with the cases occurring in the summer, but was traced directly to Havana.

It will thus be seen that the State Health Officer was able to control and effectually suppress an outbreak of smallpox within a month from the time of being discovered, under many and great disadvantages of bad health conditions in the environment of the cases, opposition of the patients themselves to removal to a camp, which opposition was supported by the city authorities of Key West, and by the lack of co-operation of the city authorities to restrict the spread, or to in any way assist the State in the effort to stamp out the disease.

It is to be regretted that the record of this outbreak at Key West shows such a failure on the part of the city government of Key West to co-operate with the State Health Officer in his efforts to exterminate the disease, which, if given promptly, would have more speedily accomplished the object in view, and have removed the suspicion of indifference on the part of the city commission to the health and welfare of the city. Requests for the city government to co-operate with the State

Health Officer met with positive refusal on the part of the city commission, coupled with abusive and libellous resolutions from that body.

This evil example of openly expressed opposition to the law of the State exerted its influence on a lawless element, which, unfortunately, is found in every community, and the rebellious spirit generated in the city government found sympathy and expression on the 18th of July, when an attempt was made by the City Health Officer to remove the patients from their homes to a comfortably constructed camp on a pleasant, and at the same time well isolated, portion of the island. A riot almost ensued in the effort of removal, which, instead of being restrained and subdued by the civic power, was rather encouraged and sympathized in. A coercion of the State Health Officer was attempted to compel him to sustain, at the expense of the people of the State, fourteen separate and distinct infected premises in the city by supplying food, medicines, nurses and provisions; in other words, all the concomitants of fourteen hospitals. The refusal of the State Health Officer to permit the law to be defied, or the State funds to be illegally applied, brought forth more abuse from the city commission, and a still greater opposition and refusal to rid the city of the plague, which threatened extensive destruction of life, through an epidemic, as well as a paralysis of business and commercial intercourse.

Justice to the people of Key West demands, however, that it should be said that the course pursued by the city authorities did not meet with the approval of the majority of the citizens, but, on the contrary, the commission being considered as the creation of the State, and not a just representation of the people, the intelligent citizen felt excused from any share of moral responsibility in the acts of that body.

To prevent a transmission of smallpox from the island of Key West to points elsewhere in the State, on account of this action, it became necessary to put a quarantine of surveillance over the ingress and egress of the traveling public, that none might go from, or come to, the island who had not been recently and properly vaccinated, and the Governor was requested to invoke the co-operation of the navy and revenue cutter service to assist the State Health Officer in maintaining a surveillance over the harbor of Key West. It also became necessary to enforce this surveillance by armed forces until sufficient time should elapse from the removal of the last case (which was on the 27th of July) from the city to the pest hospital, to prevent any possible transmission of the disease from the island through individuals or by infected

material. The battleships Maine and Montgomery were each in turn directed by the United States Navy Department to assist in the harbor surveillance, that no vessel should leave that port whose crew and passengers had not been properly vaccinated or protected against smallpox. This service of surveillance in the interest of the State elsewhere, although an onerous duty, requiring constant exposure in small boats, was efficiently performed by the ships named, stationed at one harbor entrance, and the commanding officers of these naval war vessels, with their personnel of command, are here thanked on behalf of the State, and gratefully remembered for the vigilant, prompt and always cheerful assistance given to the State Board of Health in this emergency; a phase of duty which, although not altogether coinciding with a strict interpretation of military profession, was the more commendable and philanthropic as involving a principle of preservation and not a destruction of life, thus demonstrating that the military forces of the republic are as ready and efficient in maintaining the supremacy of civil law, as they are potent in defending national honor and integrity.

The State patrol steamer Germ was placed at the other harbor entrance, when it was made possible to board all vessels, either departing or arriving. The Germ had a large share of the work to do, because guarding an exit used exclusively by the small and light draft craft, of which there are several hundreded that sail in the shallow waters between the keys lining the reef from Key West to Cape Florida, upon which islands there are many farmers, coalburners and others engaged in various pursuits. It will be learned from a study of the correspondence in the Appendix that the first case of smallpox in Key West in 1896 is supposed to be the negro woman, Emma Strawchn, who was sick sometime in early May, and whose case was mistaken for one of exaggerated varicella (chickenpox). As there had been no attempt at isolation of this case or any means taken to limit a spread, the confusion in attempting to satisfactorily determine as to the infected area, or what persons had been exposed, will be better understood and the fear, if free departure from the island without vaccination was permitted, they might not themselves prove disseminators of the poison.

The value of vaccination was plainly seen in this outbreak, for to this protection, together with exceedingly hot weather, can be ascribed the small number of cases, when the exposure had been so free and unrestricted by intercourse, for it is proverbial that sickness produces a morbid curiosity on the

part of many persons, and particularly is this so among the colored population, who frequently visit, and especially if there is anything mysterious or suspicious about the sick person. The case of June 24th was immediately reported to the city health authorities of Key West, with an urgent request for the passage of an ordinance making vaccination compulsory, and for means to carry out its provisions. Much opposition was aroused by this measure, and it was quite a week before this ordinance was passed, and then rendered almost inoperative because no funds or means were appropriated to carry out its provisions. However, the State Board of Health provided the virus, and all the members of the medical profession kindly assisted in the work, and very speedily a goodly number of the city's population were vaccinated, especial attention being paid to a locality where a case would develop, when all within the square would be at once vaccinated by being literally corralled by the City Health Officer, Dr. Harris, who did excellent work in this particular. A house-to-house inspection, made after the cessation of this trouble, shows that out of a population of 16,933, 11,811 were vaccinated successfully, and 297 had had small pox at previous times, making a total of 12,108 who were protected against the disease. The negro population of Key West is composed in a large part of emigrants from the Bahama Islands, where the English government exacts successful and compulsory vaccination every five years. To this wise provision of the English colonial government may also in part be ascribed a lessened violence and epidemic spread of the disease at Key West this past year. Because of a positive refusal on the part of the city government of Key West to assist in any practical way to eradicate the disease from the island, the State Board of Health was compelled as a measure of humanity to the citizens of the place, as well as a protection to other portions of the State, to provide not only attendance and medicines for the sick, provisions for the suspects of a family, but finally a camp of refuge for those exposed and probably infected, and a hospital for those actually sick. At the commencement of the trouble a request was made on the United States military to purchase tents to establish a canvas segregation of the cases, which, at that period of the trouble, numbered very few. The request was at first granted, but before arrangements were perfected for a location of the camp the request was refused by an order from Washington. Next the Marine Hospital Service was asked by wire to loan a camp outfit for the purpose. This was granted in part by the loan of twenty-five tents, but without floors or flies, and which, owing to some delay in shipping, and an over lengthy voyage

of the steamer from New York, did not reach Key West until nearly two weeks had elapsed after the telegraphic request had been made. Some few days were consumed in preparing the ground and in hauling out and erecting the tents, for the location selected for the camp was on the southern face of the island, to reach which much rough ground had to be traveled. After the camp was prepared, and the hospital in the meantime had been commenced and was nearly completed, there followed the scene of July 18th, previously noted, when the attempt was made to remove the patients and suspects, which almost culminated in a riot and bloodshed. The unfortunate condition of affairs was due entirely to the neglect of the city authorities to give the City Health Officer the proper police support to carry out his wishes and orders, and the encouragement received by the rioters from some members of the city commission who were opposed to any and all means suggested, proposed or adopted by the State authorities for the control of the disease and the prevention of an epidemic. To such a degree of bitterness was the opposition to the State Health authorities manifested that a delivery wagon which was improvised as a hearse to transport the dead, because the undertakers refused the use of any of their vehicles, and which had been left in the potter's field of the cemetery, was burned in the open day, between 12 and 1 o'clock. This act of wantonness was complacently viewed by the city authorities, and no effort was made to punish the offenders. On the 14th of July, Passed Assistant Surgeon J. H. White, United States Marine Hospital Service, arrived at Key West, under orders from the Surgeon-General of his service, to assist the State Health Officer in the management of health affairs on the island. The State Health Officer, not knowing to what extent smallpox might spread on the island on account of the time of exposure (one month) before being discovered by him, and fearful that it might extend beyond the financial ability of the Board to meet or control, had requested pecuniary assistance from the Epidemic Fund of the United States Government, if it should be needed, which fund had been appropriated, it was thought, by Congress to be administered by the Treasury Department in such an instance as this. This solicitation for pecuniary aid was refused, unless it was certified that the State was without funds to meet these expenses of health protection. As such a statement could not be made, because it was not known, nor could the exact amount of money available in the State Treasury for this purpose be ascertained, and because, further, it was not desired, nor did the State Health Officer propose to place the State in the position of a mendicant soliciting charity at the

hands of the general government, the suggestion of the Surgeon General of the Marine Hospital Service was declined, and an effort made to manage the outbreak in a manner consistent with duty due to the State. When, however, the patients were removed from the town to the hospital, and the labors incident to management of the outbreak in town and camp became so onerous and exacting that one person could not satisfactorily conduct all to efficiency, and Dr. White, without exacting conditions, offered his services to supervise the hospital, the offer was accepted, and the government assumed all expenses attending hospital and camp management. Subsequently the doctor very kindly assisted the State Health Officer in disinfecting houses and premises which had been occupied by smallpox patients, and in many ways contributed to efficient work of the Board. It is very pleasing to have this opportunity to thank Dr. White in an official manner for the valuable assistance rendered by him last summer, not only in his official capacity, as representing an important bureau of the government, but as a professional man, ever ready to give advice and treatment when requested, and at all times the courteous gentlemen, who fully recognized the authority of the State in the situation, which he at all times sought to uphold and aid as representing the United States Marine Hospital Service, co-operating. For the co-operation of the government thus manifested, as well as for the loan of tents and part defraying of expenses attendant upon the hospital management, the thanks of the Board are due to Surgeon-General Wyman, representing the Marine Hospital Service on behalf of the government, and your Executive Officer takes pleasure in recognizing the service of co-operation and the merit due Dr. Wyman in the assistance thus rendered to the State.

The cost of the smallpox outbreak was \$5,767.60, divided between the following items: Erection of hospital, \$2,002.31; purchase and use of vaccine virus, \$1,151.25; isolation of patients, guards and attendants, \$1,367.50; provisioning patients, suspects, etc., \$815.19; furnishing and erection of camp, \$264.14; telegrams, \$106.71, and hire wagon for removing dead and transportation patients, \$60.50.

The hospital building erected by the State Board of Health during this outbreak is a very comfortable one-story structure, 180 feet in length, located on the southern side of the island, facing and about 200 feet from the water, having four detached wards, with a central administration building and kitchen and outhouses in the rear. It was designed to accommodate forty patients, having separate wards for both

sexes and races. This building cost \$2,000, which, considering the scarcity of lumber on the island at the time, the distance and the difficulty attending the transportation of the same to the site selected, together with the annoyance and suffering experienced by the workmen from irritating insects, was thought to have been cheaply and well constructed. It will be remembered that under the administration of the Monroe County Board of Health, a pest house was erected in the winter of 1888, and quite comfortably furnished, to care for the few cases of smallpox which occurred at Key West during that winter. This building was burned a few years afterwards, but the act of vandalism was never even investigated by the law officials of the county. The present building is provided with a watchman, as it is too expensive an affair, with the furnishings, and containing, as it does, tents loaned by the government, to be left to a fate of early and speedy destruction if not guarded or watched. A matter of regret in connection with the occurrence of smallpox in Key West during the past summer, has been the inability of the health authorities to ascertain from where or how it was introduced into the city. Careful investigation and much detective work has so far failed to gather but one point, and it is that Emma Jane Strawclm was the first known case, to whom all the subsequent cases can very easily be traced. This woman positively denies having been in contact with any one with smallpox, either recently or remote, or of having handled any clothing from Havana. Several rumors of suspicious sickness, which it was stated this woman had been connected with, were closely investigated, but each instance failed to substantiate any clew as to how she contracted her seizure.

The truth may come to light some day by the confession of the woman herself, but at present it is not possible to induce her to make any statement which will give any information on the subject. In connection with this matter, it is to be regretted that the city authorities of Key West, under a misapprehension of their duties and obligations, should have made it necessary for the State health authorities to intervene, in behalf of the people of the city and of the State of Florida, by enforcing stringent measures, but when the city and county authorities, through the police force of each, failed to render co operation in needful measures to protect the lives of the people of Key West, and the health of the citizens elsewhere in the State was menaced, it became necessary to take a firm and decided stand for the supremacy of law and principle. However arbitrary and distasteful the enforcement of regulations might prove to be, or however few the cases of

disease, duty demanded that they should be cared for, that they might be prevented from increasing to an epidemic.

In the manner of disinfection of houses after the removal of cases, the usual method by sulphur gas was not used, but reliance for the destruction of infecting principle placed entirely upon bichloride of mercury in a solution of the strength from 1:250 to 1:500, administered by a force pump under strong pressure to every part of the interior of the building. This method was thoroughly efficient when followed by prohibiting these houses to be occupied for sixty days thereafter. The frail and poorly constructed character of the majority of the infected houses forbade the use of sulphur dioxide in sufficient volume to promise any germicidal effect, and therefore it was not attempted. Moreover, it is believed that the method pursued is more in accordance with present scientific knowledge and advanced thought on the subject. Certain it is that no cases of smallpox have since developed in the houses that were so treated. It is scarcely necessary to add that all textile articles capable of acting as future fomites were either burned, or the possible infection destroyed by prolonged boiling. Strict attention was paid to the condition of the patients themselves after recovery, and before they were permitted to mingle again with the public thorough examination was made of the entire surface of the body of each patient, that no unhealed pustule might escape observation, and frequent baths were ordered, with close inspection of the feet, hands and head of negro patients, especially after desquamation had been completed, before final discharge from observation. Salicylic acid in saturated solution or paste for the palms of the hands and soles of the feet, and formaldehyde for the scalp and hair of negro patients, materially hastened a safe period for discharge. It may be interesting to note in connection with these cases that the period of incubation of both smallpox virus, as well as vaccine inoculation, was longer than usually observed elsewhere. In some instances a month passed before the disease developed, and very frequently twelve to fifteen days before any evidence of successful vaccination presented itself. This latter difficulty could have been overcome no doubt by using humanized virus, but there was so much opposition manifested to vaccination in general that it became necessary in order to gain this protection in any manner to promise that only bovine virus would be used, as the people entertained great fear of blood contamination through the arm-to-arm method.

SMALLPOX CASE IN DECEMBER.

A case of smallpox again occurred in Key West on the 12th of December. The patient, a woman, came from Havana on the night of the 9th, and was taken ill next day, presenting every evidence of smallpox on the day following. The case was promptly removed to the hospital by the city authorities, together with other inmates of the premises, and the house thoroughly disinfected. Although the patient unfortunately died from complication induced by the disease, yet she did not convey the poison to any other person. All of the family had been successfully vaccinated in Havana previous to their departure for Key West, and had certificates of successful vaccination from the United States Sanitary Inspector at Havana. Indeed, at the time of development of the variolous eruption on the woman, two vaccine pustules on her arm were also maturing. It is evident in this case that the vaccination had not been performed before the incubative period of the disease had commenced. In view of the increase of smallpox in Havana in an alarming epidemic form, it was thought that some extra precautions should be taken with passengers prior to leaving for Florida ports, and the following letter was addressed to the Surgeon-General of the Marine Hospital Service on this subject:

SIR—Concerning my telegram to you regarding an American schooner which had arrived at Punta Gorda, Florida, after having touched at the Tortugas Quarantine Station, and there had been given immediate pratique without disinfection or detention, and which for cogent reasons I had ordered to Tampa Bay Station for sanitary treatment, I desire now to inform you that after arrival of the schooner at the Tampa Bay Station a case of smallpox (varioid) developed in her crew.

The medical officer there has made a recommendation, which, being meritorious and practical, is transmitted to you for consideration and operation at the port of Havana, viz: that crews of vessels which arrive at Havana, or at any of the smallpox infected ports in Cuba, to discharge or take on cargo, shall be vaccinated immediately on arrival at said port, and not just before departure, as I understand is now the practice. The benefit to commerce thus to be gained, and the danger to the port of entrance avoided, will doubtless suggest themselves to you without further discussion.

I am, etc., etc.

To which the following is a reply:

SIR—Your letters of the 13th and 16th, ultimo, have been

received, and have been carefully considered. Your recommendation concerning the time of vaccination at Havana—that is, upon arrival instead of just before departure—is approved, and the medical officer of this service in Havana has been instructed to carry out the recommendation as far as practicable.

Before closing this subject it is desired to invite attention to what is deemed to be needful appliances which should be provided in the principal seaport cities of the State for the humane care of those who may be unfortunate in experiencing an attack of contagious disease, and who, when so cared for, convey no danger to a community, and greatly lessen alarm and prevent the occurrence of panic. In a monograph by Dr. Frank White, health officer of New Haven, Conn., on limitation of contagious diseases, especially scarlet fever and diphtheria, the subject of contracting certain contagious diseases is summed up very tersely in the following language:

It will be practically impossible to prevent isolated cases now and then occurring until bacteriologists have taught us more concerning the micro-organisms that cause them, and every city and town has adopted the same stringent regulations, and makes sure that they are care carried out in detail. Then, when from an isolated case the disease spreads and other cases occur, some one will be responsible, as all great epidemics, like great conflagrations, usually begin with such small proportions that almost any well-directed effort to subdue them at an early stage would be successful. Health departments should be as well or better equipped than fire departments, as when a flame is quenched, no matter how great the threatened terror at first, the danger is gone; with the alarm the health department receives, the danger only begins; the flame burns constantly for weeks and is liable to break out with renewed vigor at any moment, until the patient has recovered, and every article which may have been in the least infected has been disinfected. Thus far a long time does one single case of contagious disease require constant vigilance.

The question naturally arises how shall contagious diseases be reduced to a minimum and kept there? The answer is simple, if all necessary support is accorded from every source. Every city, village and town should have an establishment adapted to the care of these cases, to which every case which cannot be cared for at home so as not to endanger others should be removed. This should be of easy access, but yet so situated as to be in no way a menace to the neighborhood in

which it is located. An elaborate institution would not be required for small places.

These could be well served by portable sectional hospitals, which can be taken down and transported from place to place as required, or structures similar to photographers' wagons could be made serviceable at very easily located and convenient and desirable situations. These would also have the advantage of being easily disinfected. But every place of any considerable size should be provided with a hospital with accommodations in accordance with the population. This should be so constructed as to be made aseptic with little trouble or expense, and should at all times be prepared to receive patients.

There should be an ambulance connected with the institution, always ready to respond to a call. A portion of the hospital, separated from the part used for the accommodation of the sick, should be for the exclusive use of those suspected of having contagious disease, these to be cared for here until an accurate diagnosis could be made. There should be a modern disinfecting apparatus capable of not only doing the work of the institution, but also such as could be brought to it from other parts of the city.

Now the system that seems to the writer as ideal, and yet practical, is as follows: A physician is called to see a sick person and makes a diagnosis of a contagious disease; he immediately notifies the health authorities, who have a representative constantly ready to respond at once to the call. This person without delay visits the place, and if he is convinced that the patient can be isolated at home so as to expose none but the necessary attendants, let him remain there, but the portion of the house not needed for the sick person's care should be at once disinfected. The responsibility of the health authorities does not end until the patient has recovered and everything has been disinfected. Until then they should have personal knowledge that their rules and regulations are being fully complied with. If, on the other hand, as in the majority of cases it is likely to happen, it is found that the sick one cannot be completely isolated, or that from any cause others may be endangered, the ambulance should be at once summoned and the patient removed to the hospital, and at the same time all articles which have been subjected to infection and can be transported should be taken to the disinfecting plant and sterilized. These can be returned within twenty-four hours, or as soon as the house is ready to receive them.

When the sick person and infected articles have been removed, a corps of trained and reliable assistants should immediately set at work to cleanse with disinfecting solution any room or portion of the house which could possibly in the future be a source of danger. As soon as all this is accomplished the bread-winners of the family could pursue their usual avocations.

This plan when put to the test may need modification, but in the main could be carried out. The expense, which upon first thought may seem to be very great, would not be so large as to render it impracticable, as after the plant was once established the number of persons constantly employed would be small. In times of need outside help could be secured.

Aside from the financial view of this matter, the inhumanity of our present system, or lack of system, should be considered. Undoubtedly many lives could be saved by proper care of a hospital, and many could avoid constant exposure to contagion.

The privilege is taken to reproduce the article in its entirety in the Appendix, for it contains much useful knowledge and very many practical ideas and advice which the authorities of the larger cities in Florida would do well to heed and follow.

MORTUARY RECORD.

A review of the mortuary record of the year of those diseases which are classed as preventable will disclose the fact that malaria has caused the death of 421 persons, but a study of the vital statistics of the counties and places in the State which have furnished the State Board of Health with continuous monthly reports since 1889 show a marked yearly decrease in the deaths from this cause. In the Board's earliest reports, the importance of pure water and an efficient subsoil drainage was dealt with, and since repeatedly insisted upon as a necessary factor in preventing a production of those agencies in the soil which generate the malarial germ. An inspection of the statistical tables will be interesting as confirming this fact and thought, and which has elsewhere been frequently expressed, that the seed of information and advice scattered by the Board through its publications will find lodgment in the popular mind to eventually reproduce beneficial results to the people of the State. The medical profession of the State is quite pronounced in its opinion that water drawn from a great depth (artesian), and the draining of low lands and marshy places, has had a marked influence

in decreasing the prevalence of the variety of fevers classed under the general term of "malarial" in those flat sections of the State, which formerly were yearly affected during certain seasons.

In looking over the mortuary table of the State for the year, there are but few deaths enumerated from other than clearly preventable diseases, that is to say, if man had exercised prudence and thoughtfulness in regard to health laws and requirements, and had carefully guarded the interests of the person as to life with the same earnestness that is being paid to the protection of live stock or other property, there would have been fewer deaths chronicled. Indeed this may be almost accepted as an axiom applicable generally.

QUARANTINE.

The maritime sanitation stations of the State have exercised the same careful and vigilant supervision over commerce from foreign infected ports as had characterized their work since the organization of the Board in 1889. They are the outposts and pickets, so to speak, of the State's health organization, not only warning of approaching danger, but arresting disease at the State's borders before an opportunity is given to deal destruction to both the health and business of her citizens. That these stations have been economically conducted and efficiently managed, can be demonstrated by an inspection of the methods employed and the expenses incurred, and the Executive Officer of the Board respectfully solicits both. It is hoped that the next Legislature will include an inspection of the stations by the sanitary committee of both houses, at least the principal stations, that a more complete understanding may be had of the substantial work performed by the State in the guardianship of the health of her people, under her own control and by her own citizen officials. Prompt action from a thorough acquaintance with the necessities of each case as it arises, gives an advantage to a system operated by the State over one maintained by an authority removed several hundred miles distant, for it is not possible that intelligent action can follow without investigation, when distance necessarily means absence of knowledge of attendant circumstances, which delay, of course, consumes time, and in matters connected with the health or life of a community delayed action is always dangerous.

Since the rendering of the last annual report Franklin County Board of Health has ceased to exist as an organization, and the operation of its maritime inspection stations

has passed to the control of the State Board of Health. Early in March that board invited correspondence with this office in regard to the matter, alleging that a falling off in revenue from inspection service made it no longer possible for that board to effectually perform the inspection service with a proper regard for the welfare and safety of the people of the county and State.

An answer was given that while the State Board of Health fully appreciated the confidence reposed by such a tender, yet as the members of the Board held commissions from the Governor of the State, it would not be possible for the State Board to receive the trust, nor to assume the duties heretofore performed by the Franklin County Board of Health, without an executive order from the Governor. A representation having been made to the Governor by the Franklin County Board of its financial stress and inability to discharge its obligations imposed or implied by the statute, the Governor issued an order to the State Board of Health to embrace under its direct supervision and control the health affairs pertaining to the sea coast formerly in the care of the Franklin County Board of Health. The State Health Officer made an immediate inspection as to measures which would be necessary to thoroughly fulfill the demands of the maritime inspection system of the State, and sought to acquire a safe and convenient location for an inspection station and a ballast crib similar in construction and extent to that operated by the Board on Gasparilla Island at the entrance to Charlotte Harbor. Several points were suggested by residents, but each possessed disadvantages of distance, insecurity from storms, or nearness to inhabited points. After some delay from these causes a point was selected, and it is thought that Topsail Bluff, in St. George's Sound, while some few miles from the East Pass entrance, will more effectually serve the purpose of a location for a small dwelling for the quarantine officer and his help, and that a ballast crib can be placed nearer to Dog Island, where it will better serve the convenience of the shipping interests. A plant, such as would be required in St. George's Sound, will cost, it is estimated, about \$7,000, and as a sanitary appliance necessary to protect health, as well as to aid commerce with foreign ports for that section, it is recommended that the appropriation be made by the Board from the quarantine funds of the Board, thus relieving the people of the State of the expenses necessary to its construction.

But one county health organization now exists in the State, the Escambia County Board of Health, which, while

possessing ample funds for the management of its quarantine system, and is vigilant and active in this respect, does not seem to be happy in operating without friction, an important protection against disease, and at the same time to escape criticism and opposition from the citizens of Pensacola. Advice and counsel have been offered by the State Board, but other than the State Health Officer has refused all invitations from the citizens of Pensacola to interfere or to impose State authority, because the Escambia County Board was acting strictly within the authority delegated to it by statute, and because further, it had not transcended the rules or regulations of the State Board of Health by reducing the minimum of restrictive supervision ordained by the Board. A matter affecting the legality of its expenditures, has, however, been verbally brought to the attention of the Escambia County Board of Health, which should be corrected before being restrained by the Federal courts. The Supreme Court of the United States in the case of the State Board of Health of Louisiana vs. the Morgan Steamship Company (see opinion in Appendix), decided in a lengthy argument and review of the question of authority of a State or municipal quarantine, to exact fees for inspection and other services connected with the quarantine management, that the exaction of fees for services rendered was a legitimate charge against vessels when demanded for quarantine supervision, but that such fees collected should be considered a fund to be expended solely in quarantine necessities and expenses and for no other purpose. It is therefore clearly not within the power of a county board or of the State Board of Health to divert money collected from and for this special purpose to defray other expenses, and any expenditures from the quarantine fund for the improvement of municipal sanitation is clearly illegal, and should be restrained. There seems to be no good reason why the fees collected for maritime sanitation service to vessels arriving at Pensacola under the uniform schedule established by the State Board of Health for all ports in the State should not form a part of the general quarantine fund of the State to be expended for the benefit of the State in the interest of the commerce of the State, because the entire State is indirectly benefited by the commercial activity of the port of Pensacola, and is very directly injured if disease is introduced thereat. It is believed that a consideration of this subject in all of its arguments cannot fail to convince the people of Florida that any division of responsibility in quarantine matters or exercise of authority, than under direct State control, must work friction among the people and arouse factional jealousy and wrangling.

As before stated, the stations operated by the State have been economically administered, and with no expenditure not demanded by efficient service in connection with improved scientific methods. A comparison with the operations of other states managing their own stations, as well as those operated by the general government, is respectfully solicited, as it cannot fail to result to the credit of our State, and the State Board of Health of Florida.

The inspection station at Key West has been provided with a steam sterilizing plant, which has materially added to its efficiency. This plant was publicly installed on the 8th of August in the presence of members of the city commission and distinguished citizens of the city, who were interested in the subject of disease protection, and the appliances for the destruction of germ life. The plant, which completed cost \$2,500, was paid for from the quarantine fund of the State Board, and therefore its erection was not a tax on the people of the State.

In the financial statement of this office, noted elsewhere, it will be seen that there was \$2,144.25 collected as fees for services at the State quarantine stations in inspecting, cleaning and disinfecting vessels, and that these stations cost \$14,541.17 to operate them. Key West and Tampa Bay were last winter, as well as at the present season, kept in active operation, because of the increased amount of contagious sickness on the island of Cuba, and especially an epidemic of smallpox there prevailing as an alarming menace to the State of Florida.

The deficit over the receipts at the stations which the State has been called upon to meet in the management of coastwise health protection, is not an extravagant sum, nor an expenditure which the State cannot many more times afford, in order to protect the citizens of a growing and prosperous Commonwealth by methods administered by her own citizens who are directly responsible to their own people for a prompt and efficient service, conducted in accordance with the necessities of climate and environment, and in perfect and safe harmony with the demands of commercial life.

Cheapness at the expense of efficiency in the matter of health administration, should find no support among a thoughtful people, or among those who value their own self-respect as a citizen, or who have a pride in maintaining a sovereign position in a republic whose progressiveness and push is the envy of the whole world. The Executives of Florida, since the organization of the Board by the Legisla-

ture, in accordance with a constitutional demand, each, from Governor Fleming to Governor Bloxham, commend the administration of the State Board of Health in all its departments, and especially in its control and management of the quarantine system. The distinguished son of Florida who for the second time has lately been honored by her citizens by investment of gubernatorial authority, remarked in his inaugural address that "our commercial growth should be blocked by no improper impediments, while our enviable health record should be sustained by proper quarantine and municipal hygiene to be enforced through the channels of our legally constituted health authorities in accordance with the most advanced scientific thought."

It is also gratifying to note and invite attention to the commendatory resolutions adopted by both great political parties of the State in their conventions held last summer, by which the efforts of the State Board of Health in the health interests of the people were heartily approved of, and the perpetuation of the Board as a State institution endorsed and recommended. Such evidence of appreciation is indeed pleasing and gratifying.

In connection with this subject of quarantine, attention is directed to a necessary revision of the quarantine regulations, or the adoption of others, by which vessels arriving at the ports of Florida, after the summer quarantine season has expired, and whose port of departure is suspiciously unsafe, or whose history en voyage is not satisfactory to the medical inspector at the port of arrival, may be detained at the quarantine station and be subjected to such treatment as will insure immunity against disease introduction. No such provision for detention after November 15th, except for vessels having sickness on board at time of arrival, now exists, either in the State or National quarantine regulations. Therefore, the law should be amended in this respect by vesting in the Executive Officer of the Board full and plenary authority to act in all matters of emergency respecting the health protection of the State where the rules and regulations are silent on the subject, for it is not possible when framing regulations to anticipate everything for every emergency or exigency which may arise, or to provide for conditions of temperature and location in which discretion and sound judgment must necessarily be the principal factor in a sensible and just exercise of restrictions affecting commercial, municipal or individual interests. The State Health Officer did not intend to again refer to the matter of discretionary authority in connection with quarantine, especially as the suggestion for its

delegation in the annual report of 1895 did not seem to meet with favor by the Board, but an instance has lately occurred when, if the State Health Officer had not assumed this authority and exercised his discretion in the matter, serious consequences would assuredly have followed. On December 2d, 1896, the Port Sanitary Inspector of Punta Gorda wired the State Health Officer, who was at Key West, that the schooner Haroldine, from Havana via the Tortugas (United States government) quarantine station, had arrived at Punta Gorda, but that no treatment had been given the vessel at the United States station, and that on the contrary had there been given immediate pratique, and he asked for instructions. The United States quarantine laws state that when a pratique certificate is issued by a United States medical officer at a government station, that said certificate must be recognized at any port, unless a good reason existed for detention, which action shall be at once reported to Washington. The mildness of weather in November, the temperature being almost summer like, and the prevalence of a widespread epidemic of smallpox on the Island of Cuba, and especially in the city of Havana, were sufficiently good and potent reasons, in the opinion of the State Health Officer, to order a detention of the vessel, notifying the authorities at Washington of his action, and at the same time ordering the schooner to the Tampa Bay Quarantine Station for observation and necessary treatment. That this assumption of authority and discretion was justified, was evidenced by the fact that after the vessel reached the Tampa Bay station smallpox developed in a number of her crew. A similar case in the same month, and after the suspension of quarantine on November 15th, was the arrival of the schooner, Clara Randall, which arrived from Port au Prince, Hayti, with a bill of health signed by the American consul, stating the prevalence of yellow fever at that port. The mate of the schooner died on the voyage from Port au Prince, and no satisfactory account could be had of the cause of death. In addition, two seamen were sick at the time of arrival with fever, the nature of which, the captain stated, was perioditic, and presumably malarial. There was an uncertainty about both vessel and crew, and these irregularities in the health conditions were considered to be sufficient to detain the vessel at the quarantine station until the suspicion of contagious disease was removed. These instances are quoted that it may be appreciated and more thoroughly understood than heretofore why discretionary authority in the matter of enforcing the sanitary regulations of the Board has been so frequently dwelt upon and urged in these reports, and it is to be hoped that in this matter, by

exceeding his authority and assuming power to act, that the State Health Officer may not be held censurable.

As an important aid to an efficient management of the coastwise health protection, and especially for a State having as extensive a sea coast as Florida possesses, which is being menaced constantly by reason of the proximity to Cuba, it is absolutely necessary that a speedy, safe and commodious steam patrol boat should be provided. The assistance and co-operation of the Federal government has frequently been invoked in this matter, and two years ago several of the revenue cutters were ostensibly detailed for this service, but a demand for their assistance in other governmental branches detracted from any utility in the direction of coast health supervision, and prevented any substantial aid being rendered, however much a possible sympathy might have prompted activity. Therefore, it is necessary, in the absence of any hope for future assistance elsewhere, that the State shall not be neglected, and that it shall be provided with needful and necessary measures, to the end that being conscious of danger which threatens the health of the people of the State from clandestine intercourse with the proximate infected island of Cuba, no means shall be overlooked or neglected which shall provide an efficient guard against disease invasion. The steamer Germ, originally costing but \$5,000, with a few thousand dollars for alterations and repairs, has for five years performed very efficient service, both as a patrol boat and harbor guard boat, and also in affording quick transportation for the State Health Officer to quarantine stations and other points on the coast requiring inspection, and to which there was neither commercial rail nor water carriage. Not being a new boat at the time of purchase, and now being some five years older, quite extensive repairs are at present necessary to make the boat seaworthy, and to more perfectly adapt her to the requirements of the health service of the State. The question of repairs and alterations has been held under advisement by the Board for several months, with as yet no definite decision in regard thereto. It is suggested that if any repairs are to be made that the work be at once ordered, that the boat may be in readiness for the opening of the summer quarantine season commencing in May.

A sanitary disposal of ballast which comes to the ports of the State from foreign ports, is a question involving many perplexities, because, oftentimes, conflicting with commercial interests. Much of this ballast, especially when of hard and close grained rock coming from ports not epidemically the home of yellow fever, is not innocuous, and is destitute of in-

fecting property, and therefore of any consequent danger to a community, and even when there is a reasonable suspicion of danger to health of the community therefrom, the ballast can be permitted free discharge at wharves or docks of cities, and can be disinfected and rendered safe, so as to be of commercial value, if dipped in a strong germicidal solution. Under the caption of "Ballast," as contained in the rules and regulations of the State Board of Health, all ballast from foreign ports which have been declared by the Supervising Surgeon General of the Marine Hospital Service, or by the State Board of Health of Florida, as infected by yellow fever, cholera, smallpox, leprosy, or other contagious or infectious disease, must be discharged at a point or place to be designated by the Port Sanitary Inspector. The custom has been generally followed to order the discharge of such ballast at a quarantine station, and in a ballast crib provided for the purpose, and not to allow it to be brought into the seaport cities, under the assumption that all ballast from foreign ports is objectionable either from character or suspicion of infection. It is true that a list of such ports as are known to the Marine Hospital Service as being infected with the contagious diseases enumerated above, is weekly published in the National public health reports, but the names of all ports infected are not always given, because not always known, until after a vessel therefrom has arrived at one of the ports of the United States. To cite a case in point, the bark *Soli Deo Gloria* received ballast at the harbor of Kingston, Jamaica, from a vessel infected with yellow fever in September, 1891, and sailed for a port in Florida. A storm drove the vessel ashore on Amelia Island, and the crew escaped to Talbot Island, near by. This crew, evidenced by history and appearance (some having died during the voyage) of having suffered with yellow fever, yet no yellow fever had been reported at Kingston, Jamaica, and it was not until several weeks later that the American Consulate at that place discovered and reported that the bark *Soli Deo Gloria* had received a part of her ballast from a German bark, *Alene*, last from Rio Janeiro, on board of which a seaman died when five days out from port, and the captain was sick on arrival from Kingston and died there, all the evidence adduced being in favor of yellow fever. Therefore, as it is not always possible to know the true health status of all of the foreign ports from which vessels come, great care, judgment and discretion needs to be exercised, uninfluenced by demands of personal friendship or commercial interest, in dealing with the safe disposal of ballast. Ballast being divided into four great classes, viz: solid, embracing close grained hard rock,

stone and pig iron; rubbish, such as house detritus, broken plastering, bricks, broken tiles, etc.; garbage, street sweepings and offal, and finally sand and water, requires careful examination into the discrimination of before permission shall be given to unload the same into the cities or towns of the State, for use either in building, ornamentation of grounds, or for making or expanding property by filling in of low places, because such rubbish and sand can be the nidus of disease germs which are easily and readily propagated under the mild and moist atmosphere which always prevails along the sea coast of this State. That no charge for unjust or unscientific discrimination may be sustained against health officers in this question of ballast disposal, and especially that there may be no wasteful disposal of an article which when free from any suspicion of infecting nature may yet be of commercial value, it is suggested that the regulations of the Board in this respect be so modified as to either clearly state the character, nature and source of ballast which may be deemed safe, and the conditions under which it may be liberated from quarantine restrictions, or preferably to leave the disposal of all ballast arriving at any of the ports in Florida entirely to the judgment and discretion of the medical sanitary officer operating the maritime sanitation system at the port of arrival, and that when ballast is deemed objectionable by reason of suspicious circumstances attending its procurement or sanitary history or condition of the vessel bringing the same, and is ordered discharged at a quarantine station or ballast crib, that the discharge shall be at the actual cost of service performed, and that at no cost to the vessel if done by her own employees. Thus, it is believed, this question of ballast disposal can be satisfactorily adjusted to the demands of ship owner and of commerce, and any charge of cupidity may be removed from a health organization and officials operating the quarantine system.

MEETINGS.

There have been no extra meetings held by the Board during the year. Frequent meetings, affording interchange of thought and opinion on requisite health measures, undoubtedly are of service to the cause of public health, but calling the members of the Board together from the distant portions of the State has been avoided, unless urgently demanded, because of economy in the Board's administration, as well as to save inconveniencing the members themselves, who are actively engaged in business pursuits.

FINANCES.

As one of the exhibits accompanying this report will be found the statement of financial transactions of the Board for the past year. It will be seen that \$34,134.29 was expended in the public health service of the State. This amount is \$4,930.67 in excess of the amount expended in 1895, which is accounted for by the extra demands made upon the Board's treasury over other and preceding years. Of this amount it must be remembered that \$5,767.60 was expended in the management of smallpox cases at Key West during July and August of last summer, and in the construction of a hospital for this purpose. This expenditure was made necessary because of the refusal of the city government of Key West to act in the premises on account of stated lack of funds, and the consequent duty imposed upon the State Board to meet the exigencies of the situation, and protect the people of Key West and the balance of the State against greater ravages of the disease.

RECOMMENDATIONS.

Other than the recommendations which are found scattered through this report in dealing with subjects connected with the public health of the State, it is not desired to dwell further thereon or to repeat, for it is thought the gravity and urgency of the subjects discussed, involving a principle which should be considered by the Board as paramount to all others—efficiency in administration—will sufficiently impress itself upon the attention of the Board without specific allusion to details.

As the Board publishes monthly, through the "Health Notes," a summary of its transactions in the health service with such information and instructions as may be needed to the people of the State for their benefit and for their information, it is thought that as a matter of economy the publication of the annual report of the Board may in the future may be made biennially, and this method is respectfully recommended.

This report closes two terms, or eight years of service in the public health department of the State, a service which has had my loyal devotion and my every earnest thought and study. To firmly establish and perpetuate the best work, much personal sacrifice of comfort has been made, but at the same time cheerfully given, that my native State may assume a ranking position among the sisterhood of states as a philanthropist and ever watchful parent of her people in their health and life. This effort to perfect a system, which at first

had many difficulties confronting it, in scarcity of funds, in a proper appreciation on the part of the people of the necessity of such an organization, coupled in many instances with deliberate opposition and personal animosity and jealousy, would have been disheartening, and perhaps barren of subsequent good results, but for the warm support which the Board has given the Executive Officer in the policy which at the commencement he mapped out for his guidance. In again restoring to the Board the trust which it has twice confided in his keeping, the thanks of the Executive Officer is offered to the members of the Board, and especially to the president, with whom he has had the more intimate and cordial relations, for the kindly consideration and confidence which has been shown him officially and personally.

Respectfully submitted,

JOSEPH Y. PORTER,

Secretary of the Board, and State Health Officer of Florida.

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JOSEPH Y. PORTER,

Secretary of the Board, and State Health Officer of Florida.

APPENDIX.

EXPENDITURES FOR YEAR 1896.

Per diem and mileage of members.....	\$ 140 00
State Health Officer's salary.....	3,000 00
State Health Officer's traveling expenses.....	435 25
Clerical assistance.....	1,584 00
Attorneys' salaries.....	300 00
Office rent.....	210 00
General office expenses.....	135 87
Printing and stationery.....	558 02
Publishing "Florida Health Notes".....	400 50
Telegrams.....	93 52
Maritime quarantine expenditures, cost of several stations, steamer Germ, etc.....	16,269 83
Salaries of sanitary agents in several counties....	4,421 55
Smallpox outbreak at Key West.....	5,767 60
Insurance.....	405 60
Telephones.....	87 50
Purchase microscope, sub. to N. Y. Herald, etc..	325 05
	<hr/>
	\$84,134 29

QUARANTINE STATION RECEIPTS AND EXPENSES.

	Receipts.	Expenses.
Tampa Bay station.....	\$ 3,967 75	\$ 4,574 66
Key West station.....	2,378 75	2,357 79
Fernandina station.....	2,436 25	3,121 22
Apalachicola station.....	1,514 00	1,389 61
Mayport station.....	1,510 00	870 00
Charlotte Harbor station.....	337 50	2,227 89
	<hr/>	<hr/>
Total.....	\$12,144 25	\$14,541 17

ANNUAL REPORT OF RECEIPTS AND DISBURSEMENTS
OF THE
ESCAMBIA COUNTY BOARD OF HEALTH FOR YEAR ENDING
OCTOBER 31, 1896.

Nov. 1, 1895—Balance on hand.....	\$ 3,036 96
Oct. 31, 1896—Amount received from inspection fees	3,307 50
Amount received from ballast....	10,317 25
Amount received from fumigation	8,746 25
Amount received from miscellaneous sources.....	372 70

\$25,780 66

DISBURSEMENTS.

By salary of President.....	\$ 1,200 00
By salary of Secretary and Treasurer.....	900 00
By salary of Attorney.....	200 00
By salary of Clerk.....	860 00
By salary of Port Sanitary Inspector.....	3,000 00
By salary of Messenger.....	300 00
Per diem of members.....	370 00
Sanitary expenses, house-to-house inspections, garbage burning.....	797 16
Launches (2), master and engineers	1,597 50
Launches, fuel and rent of boat house.....	595 49
Launches, repairs, labor and material.. ..	194 01
Quarantine Station—Care and preservation, fumigating, handling ballast, boarding vessels, etc	2,418 00
Quarantine Station—Supplies: Groceries, beef, ice, vegetables.....	187 15
Quarantine Station—Fumigation supplies: Lime, sulphur, bi-chlor. mer., pots and pans.....	1,183 49
Quarantine Station—Hospital supplies: Drugs, laundry, cots, etc.....	74 60
Quarantine Station—Extending crib, building new store houses, Lazaretto, and labor and material repairing old buildings, crib, wharves and fumigating plant.....	4,274 00
Office expenses—Rents, telephones, telegrams, furniture, wood, ice, coal, stamps, etc.....	810 11
Printing, books, blanks, reports, etc.....	70 25
Tugs and boats, hire of same, and building lighter for quarantine	325 78

Insurance on Plant Quarantine	\$ 129 90
Rebates—Fees returned to vessels.....	31 50
Special service—Drs. Anderson, Pierpont and Hargis—Adorna and Alka.....	30 00
Advertising, News and Times.....	28 00
Special sanitary expense—Smallpox: Physicians, inspectors, nurses, provisions, drugs, vaccine points, livery, guards, clothing and bedding, burials, fumigation, fumigation supplies, repy tent for guard, stenographic work, telegrams, one-third cost building pest house, pump for same, cost and bedding for pest house	3,360 32
	<u>\$22,937 26</u>

Balance on hand November 1, 1896 \$ 2,843 40

EXECUTIVE OFFICE, STATE BOARD OF HEALTH.

TO THE PRESIDENT AND MEMBERS OF THE STATE BOARD OF
HEALTH OF FLORIDA:

GENTLEMEN—Herewith, as a supplemental report to the annual report of the State Health Officer for 1896, I hand you a copy of reports made to the Governor of Florida, and also to myself by the Assistant State Health Officer, Dr. J. L. Horsey, on the health status of the city of Pensacola, and the prevalence of smallpox thereat.

On the 29th of January I received a letter from the Governor's private secretary requesting that I should at once make a personal and careful investigation into the health conditions of Pensacola. At the date of receipt of this request, I was seriously ill with lagrippe and unable to leave my home, but, as the statute provides, I ordered the Assistant State Health Officer to report in person as early as possible to the Governor for such instructions and duty as he might desire him to execute. Dr. Horsey was directed by the Governor to go to Pensacola, and the result of his visit and investigation are clearly and concisely set forth in the reports hereto attached. If the Escambia County Board of Health is not acting to the best health interests of the people of Pensacola, and as it appears from Dr. Horsey's statements, and from my own knowledge, that there has been gross carelessness and inefficiency in the management of the cases of smallpox in Pensacola, it is within the power of the Governor, prior to the assembling of the Legislature, to supersede completely the power of the Escambia County Board of Health by the authority of the State Board of Health. As State Health Officer, I do not invite nor wish a division of responsibility in this matter with the Escambia County Board of Health. Let either one or the other be in full and absolute charge, for only confusion and perhaps crimination can come from an attempted management by two health bodies whose methods of procedure are different.

Your attention is also invited to a copy of a letter from me to the Governor on this subject, which was prompted by a telegram from President Pitt, of the Escambia County Board of Health, asking for another conference. Without authority of absolute control in Escambia county, the State Board of Health can accomplish nothing of permanent benefit to the people of that city, and with such power an expenditure of State health funds will probably be necessary, which fact I

thought best to refer to the Governor for such order in the premises as he might deem needful. The matter is in the hands of the Governor, and I await his instructions in the premises.

Very respectfully,

JOSEPH Y. PORTER, M. D.,
State Health Officer of Florida.

EXECUTIVE OFFICE,
STATE BOARD OF HEALTH OF FLORIDA,
JACKSONVILLE, FLA., February 8, 1897. }

HON. W. D. BLOXHAM, Governor,

Tallahassee, Florida:

SIR—In compliance with request contained in your letter of February 3, I have visited the city of Pensacola for the purpose of making an investigation as to the prevalence of smallpox in and around that city, and have the honor to submit the following report:

The first appearance of smallpox in Pensacola in 1896 was on the 16th day of last March. This case was in the person of a negro man, a non-resident, from Alabama, who was found on the street in the residence portion of the city, suffering from the disease. It is not known this man had lived or visited any house in the city of Pensacola, having just arrived by train, and was, at the time, seeking the local health authorities. The case was taken charge of by the Escambia County Board of Health, and sent by them to the county poor farm, some two and a half miles from the city. All of the cases immediately following this were among inmates and employees of the poor farm, and the disease was subsequently transmitted from thence to the city of Pensacola. From March 16th, 1896, to February 6th, 1897, there has been, in all, a total of 139 cases—thirty white, and 109 colored. There have been six deaths. At the time of my visit there existed, so far as known to the local board of health, seventeen cases of smallpox, two white, and fifteen negroes. Five of these were under treatment within the city limits in as many different houses. Twelve were under treatment at the pest house. Just here it might be proper to say that the impression of the public, which opinion is shared by many of the medical profession in Pensacola, is that other cases probably exist, which

are secreted from the local health authorities. As to the truth of this I am in not in a position to say, there having been no house-to-house inspection within the past three or four weeks.

The Escambia County Board of Health explained to me their method of isolation of cases and detention of suspects and mode of disinfection of infected houses and premises. Upon this information I have no comment to make, other than to say that, in my opinion, the measures adopted have not been as thorough as they should have been, and this opinion is borne out by the fact that the disease has not been stamped out, but, to the contrary, has and does exist after a period of eleven months. In defense of this the local health board claimed that they have not the power to enforce restrictions more rigid than those now employed.

That the situation is a grave one, I must admit, not only to the city of Pensacola and vicinity, but to the State at large, and the only solution of the existing conditions which occurs to me is that it is about time that the Escambia County Board of Health should bury their pride, and call upon the State Board of Health to assist them in stamping out the disease. My opinion in this direction is shared by the general public of Pensacola, as well as by the medical men, as will be seen by the following resolution placed in my hands by the Secretary of the Pensacola Medical Society:

PENSACOLA, FLA., February 6, 1897.

At a special meeting of the Pensacola Medical Society held this evening at the office of Dr. H. L. Sampson, the following resolution was adopted:

Resolved, First, That in view of the fact that the public health of this community and of the State continues to be jeopardized by the presence of smallpox in our city, the Pensacola Medical Society regarding the situation as one of danger, do urgently recommend that the local board of health request the State Board of Health to assume control of our local sanitary affairs, and prevent, if possible, a further spread of the disease.

Resolved, Second, That a copy of this resolution be furnished the Escambia County Board of Health, and Dr. J. L. Horsey, Assistant State Health Officer.

(Signed)

H. L. SIMPSON,

President.

J. WHITING HARGIS, M. D.,

Secretary pro. tem.

As requested I also visited the State Insane Asylum at Chattahoochee, and I have to report that I found the general health conditions of the inmates good, and the sanitary state of the buildings and grounds as nearly perfect as possible. I think the State of Florida and the Board of State Institutions are to be congratulated in having this institution in such perfect condition, and much credit is due the Superintendent, Mr. J. W. Trammell, and the medical officer, Dr. L. D. Blocker, for their able management of the helpless wards of the State. As to the possible introduction of smallpox from Pensacola, will say that this has been minimized by the protection of both inmates and attaches by vaccination. I have suggested to Dr. Blocker that it would be a wise precaution to have a general vaccination of all the residents of Chattahoochee settlement, and left with him a supply of vaccine for that purpose.

Trusting that this report will give you the desired information, I am,

Very respectfully,

J. L. HORSEY,

Assistant State Health Officer.